



Saint Paul Planning Commission

City Hall Conference Center Room 40
15 Kellogg Boulevard West

Christopher B. Coleman,
Mayor

Steering Committee Meeting – 8:00 a.m., Room 41

Agenda

February 27, 2015

8:30 – 11:00 a.m.

Saint Paul
Planning Commission

Chair

Barbara A. Wencil

First Vice Chair

Elizabeth Reveal

Second Vice Chair

Paula Merrigan

Secretary

Daniel Ward II

I. Approval of minutes of February 13, 2015.

II. Chair's Announcements

III. Planning Director's Announcements

IV. Zoning Committee

SITE PLAN REVIEW – List of current applications. *(Tom Beach, 651/266-9086)*

NEW BUSINESS

#15-002-935 Jerry Walczak – Reestablishment of nonconforming use to construct a new duplex. 1438 Edmund Avenue between Pascal and Albert.
(Josh Williams, 651/266-6659)

V. Neighborhood Planning Committee

Outdoor Commercial Uses in B, T and IT Districts – Approve resolution initiating a zoning study. *(Hilary Holmes, 651/266-6612)*

West Side Flats Master Plan and Development Guidelines and Proposed Rezonings – Approve resolution with recommendation to the Mayor and City Council for adoption as an addendum to the Comprehensive Plan. *(Lucy Thompson, 651/266-6578)*

VI. Transportation Committee

Saint Paul Bicycle Plan – Approve resolution with recommendation to the Mayor and City Council for adoption as an addendum to the Comprehensive Plan. *(Reuben Collins, Public Works, 651/266-6059)*

Highway 5/Shepard Road Access Options Study – Approve resolution initiating a study. *(Michelle Beaulieu, 651/266-6620)*

VII. Comprehensive Planning Committee

Pat Connolly

Anne DeJoy

Daniel Edgerton

Gene Gelgelu

William Lindeke

Kyle Makarios

Melanie McMahon

Gaius Nelson

Rebecca Noecker

Christopher Ochs

Trevor Oliver

Julie Padilla

Betsy Reveal

Emily Shively

Terri Thao

Wendy Underwood

Jun-Li Wang

David Wickiser

Planning Director

Donna Drummond

VIII. Communications Committee

IX. Task Force/Liaison Reports

X. Old Business

XI. New Business

XII. Adjournment

Information on agenda items being considered by the Planning Commission and its committees can be found at www.stpaul.gov/ped, click on Planning.

Planning Commission Members: PLEASE call Sonja Butler, 651/266-6573, if unable to attend.

**Saint Paul Planning Commission &
Heritage Preservation Commission**
MASTER MEETING CALENDAR

WEEK OF FEBRUARY 23-27, 2015

Mon (23) _____

Tues (24) _____

3:30-5:00 p.m. **Comprehensive Planning Committee**
(Merritt Clapp-Smith, 651/266-6547)

HAS BEEN CANCELLED

Weds (25) _____

Thurs (26) _____

5:00 p.m. **Heritage Preservation Commission**

Room 40 City Hall
Lower Level
Enter building on 4th Street
15 W. Kellogg Blvd.

Public Hearing/Permit Review

764 Portland Avenue, Historic Hill Heritage Preservation District, by Gary Thomas, owner, for a building permit to remove the slate roof and install asphalt shingles. Continued from the November 6, 2014 public hearing with additional information provided by owner and review by the Design Review Committee. File #15-007 *(Boulware, 651/266-6715)*

1440 Summit Avenue, Summit Avenue west Heritage Preservation District, by Mike Killa, Authentic Construction Co., for a building permit to replace the wood roof with asphalt shingles and replace the wood shakes on the dormers with fiber-cement siding. File #15-018 *(Boulware, 651/266-6715)*

480 Grand Hill, Historic Hill Heritage Preservation District, by Charles Simmons, designer, and Dave Fellon, owner, for building permits to reconstruct the wall along Lawton and construct a conservatory addition atop the garage. File #15-021 *(Boulware, 651/266-6715)*

1082 Summit Avenue, Historic Hill Heritage Preservation District, by Matthew Layman and Julie Switzer, owners, for permits to demolish the contributing two-stall garage with addition and construct a two-level garage (29' x 26'). File #15-017 *(Spong, 651/266-6714)*

532 Ashland Avenue, Historic Hill Heritage Preservation District, by Window World, for a building permit to replace window. File #15-022 *(Boulware, 651/266-6715)*

7:00- **Ford Site Planning Task Force**
8:30 p.m. (*Merritt Clapp-Smith, 651/266-6547*)

Gloria Dei Lutheran Church
700 South Snelling Avenue
Saint Paul, MN

Community Meeting: Parks & Open Space priorities for Ford site.
Background and assumptions that shape the priorities.
Key questions and design ideas to refine the priorities.

Fri (27)

8:00 a.m. **Planning Commission Steering Committee**
(*Donna Drummond, 651/266-6556*)

Room 41 City Hall
Conference Center
15 Kellogg Blvd.

8:30- **Planning Commission Meeting**
11:00 a.m. (*Donna Drummond, 651/266-6556*)

Room 40 City Hall
Conference Center
15 Kellogg Blvd.

Zoning..... SITE PLAN REVIEW – List of current applications. (*Tom Beach, 651/266-9086*)

NEW BUSINESS

#15-002-935 Jerry Walczak – Reestablishment of nonconforming use to construct a new duplex. 1438 Edmund Avenue between Pascal and Albert.
(*Josh Williams, 651/266-6659*)

**Neighborhood Planning
Committee.....**

Outdoor Commercial Uses in B, T and IT Districts – Approve resolution initiating a zoning study. (*Hilary Holmes, 651/266-6612*)

West Side Flats Master Plan and Development Guidelines and Proposed Rezonings – Approve resolution with recommendation to the Mayor and City Council for adoption as an addendum to the Comprehensive Plan. (*Lucy Thompson, 651/266-6578*)

Transportation Committee.... Saint Paul Bicycle Plan – Approve resolution with recommendation to the Mayor and City Council for adoption as an addendum to the Comprehensive Plan. (*Reuben Collins, Public Works, 651/266-6059*)

Highway 5/Shepard Road Access Options Study – Approve resolution initiating a study.
(*Michelle Beaulieu, 651/266-6620*)

**Saint Paul Planning Commission
City Hall Conference Center
15 Kellogg Boulevard West**

Minutes February 13, 2015

A meeting of the Planning Commission of the City of Saint Paul was held Friday, February 13, 2015, at 8:30 a.m. in the Conference Center of City Hall.

Commissioners Present: Mmes. DeJoy, McMahon, Merrigan, Padilla, Reveal, Shively, Thao, Underwood, Wang; and Messrs. Edgerton, Gelgelu, Lindeke, Makarios, Nelson, and Ward.

Commissioners Absent: Mmes. *Noecker, *Wencl, and Messrs. Connolly, *Ochs, Oliver, and Wickiser.
*Excused

Also Present: Donna Drummond, Planning Director; Tom Beach, Department of Safety and Inspections, Josh Williams, Jake Reilly, Hilary Holmes, and Sonja Butler, Department of Planning and Economic Development staff.

I. Approval of minutes January 30, 2015.

First Vice Chair Reveal announced that the minutes are not available at this time.

II. Chair's Announcements

Commissioner Reveal, the Commission's First Vice-Chair, chaired the meeting, she had no announcements.

III. Planning Director's Announcements

Donna Drummond announced that Kathy Lantry is leaving the City Council and has been appointed Director of the Public Works Department. The City Council had interviews for a replacement who will serve until the election in the fall and selected former Police Chief William Finney to serve as the Ward 7 Council Member.

IV. PUBLIC HEARING: District 11 Hamline Midway Mixed Use Corridors 40-Acre Zoning Study – Item from the Neighborhood Planning Committee. (Josh Williams, 651/266-6659)

First Vice Chair Reveal announced that the Saint Paul Planning Commission was holding a public hearing on the District 11 Hamline Midway Mixed Use Corridors 40-Acre Zoning Study. Notices of the public hearings were published in the Saint Paul Pioneer Press on January 26, 2015, February 2, 2015 and February 9, 2015, and was published in the Legal Ledger on February 2, 2015, and sent to the citywide Early Notification System list of recipients and other interested parties.

Josh Williams, PED staff gave a power point presentation which can be seen on the web page at: <http://stpaul.gov/index.aspx?NID=3430>

First Vice Chair Reveal read the rules of procedure for the public hearing.

The following people spoke.

1. Benita Warns, a Saint Paul resident. She stated that she thinks one thing is missing from the plan, but that she is not in opposition to the plan and thinks it was very well reasoned. She reviewed the Hamline Midway Community Plan, an addendum to the Comprehensive Plan, and saw five items (A through E) in the appendix. She stated that the zoning study addresses A through D, however item E was not addressed at all with the exception of the commercial property. Item E addresses the section of Thomas Avenue that runs between Hamline and Pascal. Currently those properties are zoned RT1 on that block face and the properties that are on the other side of the alley on those same blocks are zoned R4. The mix of properties as far as the housing is concerned on those block faces is not substantially different than that of the rest of the R4 District. Ms. Warns recommended changing the zoning of Thomas Avenue between Hamline and Pascal from the current RT1 to R4 and the reason being is to create uniform zoning on the four blocks in the study area. (Written comments were submitted after her testimony)

Commissioner Lindeke asked for clarification of the difference between the two zoning categories RT1 and R4.

Josh Williams, PED staff said that the R4 is a single-family zoning designation and RT1 is two-family so it would allow duplexes. The concern from Ms. Warns is that it is largely single family in the neighborhood and this would potentially allow duplexes.

MOTION: Commissioner Shively moved to close the public hearing, leave the record open for written testimony until 4:30 p.m. on Tuesday, February 17, 2015 and to refer the matter back to the Neighborhood Planning Committee for review and recommendation. The motion carried unanimously on a voice vote.

V. Zoning Committee

SITE PLAN REVIEW – List of current applications. (Tom Beach, 651/266-9086)

Three items to come before the Site Plan Review Committee on Tuesday, February 17, 2015:

- Sunlight Senior Living, 16,000 square foot addition to existing assisted living facility at 400 North Western Avenue.
- Cesar Chavez Charter School, 36,000 square foot addition to existing school building and parking lot at 1800 Ames.
- Shepard Davern Development Phase 1, 210 apartment units with 290 indoor parking spaces at 2751 Davern (at Shepard).

#15-002-935 Jerry Walczak – Reestablishment of nonconforming use to construct a new duplex. 1438 Edmund Avenue between Pascal and Albert. (Josh Williams, 651/266-6659)

Commissioner Nelson reported that the Zoning Committee has laid this case over to their next meeting on February 19, 2015.

#14-355-570 West Grand Avenue Apartments – Site plan review for a new 14-unit apartment building. 2138-46 Grand Avenue. (Tom Beach, 651/266-9086)

Commissioner Lindeke asked if there was any data about how well used the permit parking in the neighborhood is. There is the perception that there is nowhere to park and but data may tell a different story.

Tom Beach, Department of Safety and Inspections, said at the end of the discussion at the Zoning Committee that there was reference to a parking study that the City was doing that might include permit parking areas including the areas near St. Thomas. He checked with the Department of Public Works. They are reviewing some numbers informally but there is no formal study that has been requested and they are not proposing to come up with any recommendations. They are doing a formal study downtown and another study along the Central Corridor but not permit parking areas generally.

Commissioner Padilla added that they heard conflicting testimony in front of the Zoning Committee about whether there was actually a parking problem related to permits or generally in this area. One of the things they asked staff to consider was whether there should be a standard condition placed on new buildings, that the parking be filled up before the occupants are allowed to get a parking permit through the City. They wanted to create some kind of standard so that they are not applying this approach as a piece meal solution on particular properties and not others.

Commissioner Lindeke said that he is aware of a study about permit parking areas and how once they are put in place there is often less usage of the street level parking. There are different ways around that; one is making permits available for sale to people and trying to get the usage of the street parking up.

Commissioner Merrigan resides in the St. Thomas neighborhood and she said that the permit parking areas have been expanded from Cretin Avenue almost to Prior Avenue and that indicates to her that there is an increased need for parking in the neighborhood and to manage that parking in some way and that it is having an impact on the neighborhood.

MOTION: *Commissioner Nelson moved the Zoning Committee's recommendation to approve the site plan review subject to additional conditions. The motion carried unanimously on a voice vote.*

VI. Neighborhood Planning Committee

Minor Zoning Text Amendments to Chapters 60-62 & 65 – Forward report and draft zoning minor text amendments to Chapters 60, through 62, portions of Chapters 63 and 65 to Mayor and City Council for approval. (Jake Reilly, 651/266-6618)

MOTION: *Commissioner Shively moved on behalf of the Neighborhood Planning Committee to recommend approval of the resolution and forward to the Mayor and City Council for adoption of the minor text amendments to Chapters 60-62 & 65. The motion carried unanimously on a voice vote.*

Commissioner Shively announced the items on the agenda for the next Neighborhood Planning Committee meeting on Wednesday, February 18, 2015.

VII. Comprehensive Planning Committee

Commissioner Thao announced that they did not meet on Tuesday February 10th, but the next one is scheduled for February 24, 2015.

VIII. Transportation Committee

Commissioner Lindeke said that they had met on Monday and heard from Public Works staff about a reconstruction of Third Street on the East Side. He also reported on the ongoing downtown parking study, which should be ready with recommendations in March. The study is looking at existing supply and likely future demand and will recommend policies based on other market-based solutions from around the country. The Committee also recommended the Saint Paul Bicycle Plan, which will be at the next Planning Commission meeting on Friday, February 27, 2015.

IX. Communications Committee

Commissioner Thao had no announcement.

X. Task Force/Liaison Reports

Commissioner Makarios announced the items on the agenda at the next Ford Task Force public meeting on Thursday, February 26, 2015.

XI. Old Business

None.

XII. New Business

None.

XIII. Adjournment

Meeting adjourned at 9:10 a.m.

Recorded and prepared by
Sonja Butler, Planning Commission Secretary
Planning and Economic Development Department,
City of Saint Paul

Respectfully submitted,



Donna Drummond
Planning Director

Approved _____
(Date)

Daniel Ward II
Secretary of the Planning Commission

PlanningTeamFiles\planning commission\minutes\February 13, 2015



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

375 Jackson Street, Suite 220
Saint Paul, Minnesota 55101-1806

Telephone: 651-266-8989
Facsimile: 651-266-9124
Web: www.stpaul.gov/dsi

SITE PLAN REVIEW COMMITTEE

**Tuesday, March 3, 2015
2nd Floor Conference Room
375 Jackson Street, Suite 218**

<u>Time</u>	<u>Project Name and Location</u>
9:00	Iris Park 1894 University Avenue Site improvements to north end of existing park
9:30	Prior Crossing 1949 University Avenue 44 studio apartments

Applicants should attend this meeting.

At this meeting you will have a chance to discuss the site plan for your project with Saint Paul's Site Plan Review Committee. The Committee is made up of City staff from Zoning, Traffic, Sewers, Water, Public Works, Fire Inspections, and Parks. You are encouraged to bring your engineer, architect, or contractor with you to handle any technical questions raised by city staff. The purpose of this meeting is to simplify the review process by letting the applicant meet with staff from a number of departments at one time. Staff will make comments and ask questions based on their review of the plans. By the end of the meeting you will know if the site plan can be approved as submitted or if revisions will be required. Staff will take minutes at the meeting and email you a copy.

The meeting room is on the skyway level and 25' to your left as you get out of the elevator.

Parking

A few free parking spaces are available in our visitor parking lot off of 6th Street at Jackson. Parking is also available at on-street meters. The closest parking ramp is on Jackson one block south of our office between 4th and 5th Street.

If you have questions, please contact Tom Beach at 651-266-9086 or tom.beach@ci.stpaul.mn.us.

FOR THE FULL ZONING COMMITTEE AGENDA SECTION

of this packet go to the link below:

<http://stpaul.gov/index.aspx?NID=3436>

Thank you

Sonja Butler

Planning Commission Secretary/Office Assistant IV

1400 City Hall Annex

25 Fourth Street West

Saint Paul, MN 55102

651-266-6573



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

25 West Fourth Street
Saint Paul, MN 55102

Telephone: 651-266-6700
Facsimile: 651-228-3220

DATE: February 20, 2015
TO: Planning Commission
FROM: Zoning Committee
SUBJECT: Results of February 19, 2015, Zoning Committee Hearing

OLD BUSINESS

	<u>Staff</u>	<u>Recommendation</u> <u>Committee</u>
--	--------------	---

1 **Jerry Walczak (15-002-935)**
Reestablishment of nonconforming use to construct a new duplex

Denial	Denial (5 - 0)
--------	---------------------

Address: 1438 Edmund Ave
between Pascal and Albert

District Comment: District 11 recommended denial

Support: 0 people spoke, 0 letters

Opposition: 3 people spoke, 15 letters

Hearing: closed

Motion: Denial

city of saint paul
planning commission resolution
file number
date

WHEREAS, Jerry Walczak, File # 15-002-935, has applied for reestablishment of a nonconforming use to construct a new duplex under the provisions of §62.109(e) of the Saint Paul Legislative Code, on property located at 1438 Edmund Ave, Parcel Identification Number (PIN) 34.29.23.24.0149, legally described as Syndicate No 5 Addition Lot 10 Block 21; and

WHEREAS, the Zoning Committee of the Planning Commission, on February 5 and 19, 2015, held a public hearing at which all persons present were given an opportunity to be heard pursuant to said application in accordance with the requirements of §61.303 of the Saint Paul Legislative Code; and

WHEREAS, the Saint Paul Planning Commission, based on the evidence presented to its Zoning Committee at the public hearing as substantially reflected in the minutes, made the following findings of fact:

1. Zoning Code § 62.106(i) states that "when a structure containing a nonconforming use is removed or destroyed by any means, including by fire or other peril, to the extent of more than fifty (50) percent of its estimated market value as indicated by the records of the county assessor at the time of destruction, and no building permit for repair or replacement of the structure has been applied for within one hundred eighty (180) days of the time of the removal or damage, it shall not be reconstructed except in conformity with the provisions of this code." A fire in December 2013 made the structure uninhabitable, and the City designated is as a Category 3 vacant building on December 5, 2013.
2. Guidelines for duplex and triplex conversions adopted by the Planning Commission in 2009 state that staff shall recommend denial of establishment of nonconforming use as a duplex unless all required findings in §62.109(e) are met and the following guidelines are met:
 - A. *Lot size of at least 5000 square feet with a lot width or front footage of 40 feet.*
 - B. *Gross living area, after completion of duplex conversion, of at least 1,500 square feet. Neither unit shall be smaller than 500 square feet.*
 - C. *Three off-street parking spaces (non-stacked) are preferred; two spaces are the required minimum.*
 - D. *All remodeling work for the duplex is on the inside of the structure unless the plans for exterior changes are approved by the Board of Zoning Appeals as part of the variance. (The Planning Commission will approve these changes for the cases they handle.)*
 - E. *For the purpose of protecting the welfare and safety of the occupants of any structure that has been converted into a duplex without the necessary permits, a code compliance inspection shall be conducted and the necessary permits obtained to bring the entire structure into conformance with building and fire code standards; or the property owner must, as a condition of the approval, make the necessary improvements to obtain the necessary permits and bring the entire structure into building and fire code compliance within the time specified in the resolution.*

moved by _____

seconded by _____

in favor _____

against _____

The guidelines above for lot and unit size are met, and the guideline above for off street parking could be met. Regarding guideline D above, the proposal is not to remodel an existing structure, but rather to build an entirely new duplex. The applicant has supplied plans for the new structure for review by the Planning Commission. The proposed new duplex is a full two stories, larger than the previous 1½ story structure on the lot that was originally built as a single-family house, and was therefore more consistent with the character of the surrounding area and more appropriate to the district than the proposed new duplex. The proposed new duplex does not meet all of the required findings §62.109(e).

3. Zoning Code § 62.109(e) states: *When a legal nonconforming use of a structure, or structure and land in combination, is discontinued or ceases to exist for a continuous period of more than one (1) year, the planning commission may permit the reestablishment of a nonconforming use if the commission makes the following findings:*
 - 1) *The structure, or structure and land in combination, cannot reasonably or economically be used for a conforming purpose.* This finding is not met. The lot is a vacant, small R4 one-family lot that does not meet minimum lot dimensional requirements for a duplex in residential zoning districts where duplexes are allowed. Use of the lot for the conforming use as a one-family dwelling is both reasonable and economically feasible, consistent with the surrounding one-family dwellings on similar lots.
 - 2) *The proposed use is equally appropriate or more appropriate to the district than the previous legal nonconforming use.* This finding is not met. The proposed new duplex is a full two stories, larger than the previous 1½ story structure on the lot that was originally built as a single-family house. The previous structure was generally similar in mass and design to the principal structures on surrounding lots, primarily a mix of bungalows and other one and a half story one-family homes, and was therefore more appropriate to the district than the proposed new duplex.
 - 3) *The proposed use will not be detrimental to the existing character of development in the immediate neighborhood or endanger the public health, safety, or general welfare.* This finding is not met. The immediate neighborhood is characterized by predominately single-family homes. Most surrounding principal structures are bungalows or other one and a half story one-family homes. The previous structure was generally similar in mass and design to the principal structures on surrounding lots. The larger mass and design of the proposed new duplex would be detrimental to the existing character of development in the immediate neighborhood.
 - 4) *The proposed use is consistent with the comprehensive plan.* This finding is not met. Policy H2.1 of the Housing Chapter of the Saint Paul Comprehensive Plan is to "maintain the vitality and high quality of life in existing stable neighborhoods by engaging in a variety of actions [including] continue to enforce City codes [and] support community-based organizations' efforts in community organizing and crime prevention." The proposed new duplex is not consistent with code requirements that do not allow construction of a new duplex on a lot less than 6000 sq. feet and less than 50 feet wide.
 - 5) *A notarized petition of at least two-thirds of the owners of the described parcels of real estate within one hundred (100) feet of the subject property has been submitted stating their support for the use.* This finding is not met. The petition was found insufficient on February 19, 2015: 19 parcels eligible; 13 parcels required; 12 parcels signed.

NOW, THEREFORE, BE IT RESOLVED, by the Saint Paul Planning Commission, under the authority of the City's Legislative Code, that the application of Jerry Walczak for reestablishment of a nonconforming use to construct a new duplex at 1438 Edmund Ave is hereby denied.

From: Michael Jon Olson [<mailto:michaeljon@hamlinemidway.org>]

Sent: Wednesday, February 18, 2015 8:50 AM

To: Williams, Josh (CI-StPaul)

Subject: File #15-002-935 - 1438 Edmund - Walczak

To the Zoning Committee of the Saint Paul Planning Commission:

Hamline Midway Coalition is OPPOSED to the reestablishment of nonconforming use at 1438 Edmund for all of the reasons noted in the Zoning Committee Staff Report.

Michael Jon Olson

Executive Director

Hamline Midway Coalition/District Council 11

michaeljon@hamlinemidway.org

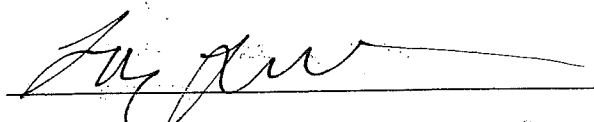
www.hamlinemidway.org

651-494-7682

Declaration of L. Elizabeth Tolzmann

I, Elizabeth Tolzmann, truthfully declare as follows under penalty of perjury:

1. I live at 1435 Edmund Ave, Saint Paul MN 55104
2. On or around December during the day on Saturday, a gentleman came to my door. I was home alone watching my 10-month child at the time.
3. The gentleman informed me that he was the owner of the home across the street from me and referenced it as the one where a fire had recently burned the house completely to the ground.
4. He informed me that he was in the process of rebuilding it and needed a variance on a design of the front porch and needed signatures from nearby neighbors to obtain this variance. He also stated to me that he planned to live there and would not rent it out. He did not indicate whether it would be a duplex or single home. I assumed the latter based upon his statement.
5. He showed me a document that outlined two designs of a home and showed what the front porch would look like. I glanced at it and it didn't seem out of the ordinary for the character of our neighborhood or overly intrusive, so I agreed that I would sign the petition. I started to flip through the other pages in the packet and he told me that it was not necessary to do so.
6. Given that my child started crying and that I didn't have much time for further talk or to review the packet, I agreed to sign it on the pretense of what he orally informed me. He seemed like a nice gentleman and as a good neighbor; I gave him the benefit of the doubt. He then gave me a choice of a candy cane filled with candy as gratitude for signing the petition.
7. I did not understand that by signing, I was indicating support for a nonconforming use for the property.
8. If I had understood the true purpose of the petition, I would not have signed it.
9. Now that I know the purpose of the petition was to rebuild a duplex on the property, I would like have my signature removed. I do not support rebuilding a duplex at 1438 Edmund Ave based upon the poor rental management of this property in the past sixteen years that we have lived on this property where there have been many phone calls to the police and poor upkeep of the property. I am not opposed to renters, but I am opposed to absentee landlords that bring down our quiet, family-oriented and thriving neighborhood.


L. Elizabeth Tolzmann

2-15-15
Date



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6626
Facsimile: 651-228-3341*

To: Planning Commission
From: Neighborhood Planning Committee
Date: February 19, 2015
Re: Outdoor Commercial Uses in B, T and IT districts

Background

In 2014 separate requests were made for outdoor commercial sales in both T districts and B districts. In spring 2014 a similar use was proposed at the Little Mekong Night Market. The Night Market applied for a conditional use permit for a farmers market to sell farmers products, prepared foods, manufactured goods and wares, and was approved for the CUP. Through the site plan review process associated with the CUP the question was raised among staff whether outdoor commercial uses (for outdoor sales) that are not principally farmers markets are adequately addressed in the zoning code. In fall 2014, Union Depot facility management made a request to allow outdoor commercial sales on the premises. With outdoor sales proposed at Union Depot in a B4 district as well as potential for outdoor sales at Schmidt Brewery in a T3 district, staff has determined that there is a need for further study of outdoor commercial uses in B, T and I districts.

Currently the Zoning Code allows outdoor commercial uses as a conditional use in B3 and I1 districts and a permitted use in I2 districts, therefore Sec. 61.501 Conditional use permit standards and conditions apply in B3 and I1.

Sec. 65.525 lists standards and conditions for outdoor commercial uses not otherwise allowed in the district: *The use shall not conflict with off-street parking, off-street loading and the system of pedestrian flow. The planning commission, in determining that the use is harmonious with adjacent uses, shall require the submission of a site plan including a floor plan and all uses within 300 feet of the boundary of said site superimposed on said site plan.*

Recommendation:

The Neighborhood Planning Committee recommends that the Planning Commission initiate a zoning code amendment study for outdoor commercial uses in T districts, B districts and IT districts.

city of saint paul
planning commission resolution
file number _____
date _____

**Amendments to Business, Industrial, and Traditional Neighborhood Districts Uses and
Required Conditions Zoning Study Initiation**

WHEREAS, § 61.801, *Changes and amendments*, requires periodic review and reevaluation of the Zoning Code, and provides for Planning Commission initiation of Zoning Code amendments; and

WHEREAS, through the application of the Zoning Code, the need to study additional outdoor sales within the B business districts, IT industrial district, and T traditional neighborhood districts was identified; and

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission hereby initiates a study to examine text amendments to the land use definitions and standards, business, industrial, and traditional neighborhood districts use tables and required conditions.

moved by _____
seconded by _____
in favor _____
against _____



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6565
Facsimile: 651-266-6549*

DATE: February 19, 2015
TO: Planning Commission
FROM: Neighborhood Planning Committee
SUBJECT: *West Side Flats Master Plan and Development Guidelines* – Summary of Public Testimony and Committee Recommendations

BACKGROUND

The Planning Commission released the draft *West Side Flats Master Plan and Development Guidelines* and proposed rezonings on December 5, 2014, and held a public hearing on January 30, 2015. Notice of the public hearing was published in the Legal Ledger, Saint Paul Pioneer Press and Early Notification System; notices were mailed to property owners within the study area. At the public hearing, 27 people spoke: 16 opposed (13 were current or former Rexam employees), 9 in favor and 2 in favor but with concerns (Saint Paul Area Chamber of Commerce and Saint Paul Port Authority). In addition, staff received written comments from 14 individuals/organizations before the close of the hearing record: 8 opposed (a couple were from people who also spoke at the public hearing), 3 in favor (all who spoke at the public hearing), 2 in favor but with concerns (same as above) and 1 neutral (MnDOT Office of Aeronautics). The written comments are attached.

SUMMARY OF PUBLIC TESTIMONY AND STAFF RESPONSE/RECOMMENDATION

While much of the testimony (written and oral) was in opposition to the draft Master Plan, the opposition was almost exclusively about the impact on Rexam of proposed streets and park in Phase IV. Testimony in favor of the draft Master Plan touched on many facets of the document supported by the community, including building heights that protect views of the river and bluffs; a connected and walkable street network that encourages and supports diverse building types, land uses and transportation choices; innovative stormwater management as an organizing principle for future development; opportunities to honor the diversity of people and cultures on the West Side; protection of environmental assets; and a growing employment district that will provide jobs for West Siders.

Two key issues arose out of the public testimony: 1) the impact of the Master Plan on the employment district east of Robert Street and south of Fillmore Avenue; and 2) building heights. *This memo contains two options for consideration by the Planning Commission regarding proposed streets and park in the area east of Robert and south of Fillmore: Option A recommends keeping the streets and park on all base maps and as part of Phase IV implementation; Option B recommends removing them and including a set of goals/strategies for consideration as Phase IV becomes a reality. The Committee is forwarding both options for the Planning Commission's consideration. All of the other Committee recommendations are the same under either Option A or B.*

Riverview Industrial Park (commercial/industrial employment district)

Hearing Summary

Most of the opposition to the draft Master Plan was presented by current or past employees of Rexam. They stated strong concern that the Rexam building is not shown on the Illustrative Plan on pg. 64, and that it is replaced with Eva Street Park and three new streets. Although the draft Master Plan states that the construction of new streets and parks throughout the planning area would be likely only in conjunction with private redevelopment; that parcels can be put to any legal use permitted under current zoning until such time as the City has the resources to build the recommended streets and parks; and that infrastructure changes in the area east of Robert and south of Fillmore are likely to occur in Phase IV (of IV, 20-30 years out), Rexam employees feel the future of their company is threatened. Most of the Rexam speakers asked that the Phase IV improvements be deleted from the Master Plan.

The Saint Paul Area Chamber of Commerce and Saint Paul Port Authority also expressed concern about this issue, but stated it more strongly: that "the proposed public improvements would directly interfere with the ability of existing businesses to operate, create jobs and expand in Saint Paul" (Chamber), and that the current draft "places insurmountable impediments to near-term industrial redevelopment prospects" (Port Authority). The Chamber recommended language to address these concerns:

The city does not intend to utilize eminent domain proceedings to facilitate the development of new streets and parks proposed under the plan. The proposed streets and parks will be constructed as private development and redevelopment occurs. The proposed streets and parks are conceptual in nature and are subject to change as development occurs. The location of proposed streets and parks in the plan does not necessarily reflect the city's intended placement of those public improvements. When development and redevelopment occurs, the exact location of new streets and parks will be determined. Until such time as new streets and parks are constructed as part of a redevelopment project, parcels may be put to any legal use permitted under the current zoning classification, provided that the proposed use meets all applicable conditions and/or standards.

The Port supports insertion of this language as well, as did a couple of the Rexam employees.

Committee discussion

The Neighborhood Planning Committee spent a great deal of time discussing the testimony from Rexam employees, and how the Master Plan should address their concerns while retaining the vision and key principles of the Plan. Several points were made, including:

- There is a concern about the perception that the Master Plan is anti-business. While Commissioners don't agree, the "baggage" of this perception is weighing down the Plan and derailing support for it.
- The overwhelming concern seems to be the depiction of streets and parks on the base maps and Illustrative Plan; there appears to be something particularly threatening about the plan graphics. Illustrations showing a future build-out condition can be very powerful, as has been shown in this case. A future vision of streets and parks where buildings exist today creates uncertainty about whether a business should invest in its building or inventory now or in the near future, knowing that a plan shows them gone in 20-30 years.

- Perhaps simply removing the timelines associated with each phase (within 5 years, 5-15 years, 10-20 years and 20-30 years) would address Rexam's concerns. This way the vision stays intact, but the Plan doesn't prescribe or suggest when each phase might occur.
- It is important to have a long-range vision to guide both public and private investment. Having clear graphics helps all partners understand the community's intention for the neighborhood, and allows decisions to be made that, over time, will bring the vision to fruition.

The Committee discussed both of the options laid out below, and ended up being evenly split between support for Option A and support for Option B. The Committee forwards both options to the full Commission for discussion at its February 27, 2015 meeting.

Committee response – Option A: Leave Plan As Is

The breaking up of superblocks, construction of a more fine-grained/urban street and block pattern, and creation of a more pedestrian-friendly environment are fundamental to achieving the community's vision for the West Side Flats. It is unfortunate that the long-term vision for the employment district of a more fine-grained/urban street and block pattern, a more pedestrian-friendly environment connected to the Mississippi River and transit, and a higher-quality public realm is being perceived as counter to other fundamental goals of the Master Plan, such as provision of high-paying commercial/industrial job opportunities, improved business functionality and improved visual character of the jobs district. It is not the intention of the Master Plan to be anti-business or to send a message that existing businesses need to leave immediately. In fact, no non-conforming uses will be created by the proposed rezonings, and there are several statements in the Master Plan in support of a growing jobs sector. The Committee believes there are sufficient safeguards and caveats in the Master Plan to make clear that construction of proposed streets and parks will occur only in conjunction with private redevelopment (as was done with U.S Bank/Livingston Avenue and West Side Flats Apartments/Harriet Island Boulevard). Further, implementation of Phase IV is noted as 20-30 years out, after implementation of Phases I-III has transformed the Flats into a mixed-use, walkable, transit-oriented urban village. The WSCO letter said it well: "As more of the WSFMP is implemented, and the neighborhood develops and matures, businesses will have the opportunity, at their own discretion, to change land uses and develop their businesses and property in a way that reflects the evolving characteristics of the neighborhood."

Committee recommendation – Option A:

1. Retain the proposed streets and park in the area east of Robert Street and south of Fillmore (Phase IV). The draft Plan makes it clear that construction of public infrastructure is likely only in conjunction with private redevelopment, states that properties may be used for legal permitted uses until such time as the City has the resources to build streets and parks, and puts implementation of Phase IV out 20-30 years. A variation of this option would be to retain the proposed streets and park in the Phase IV area, but remove the time frames noted after each phase (pg. 107-108). The Committee noted that the time frame of 20-30 years for Phase IV caused particular consternation for Rexam employees, but agreed with the community and developer desire to indicate recommended implementation phasing, as it can help establish investment priorities.

Committee Response - Option B: Remove Streets and Park in Phase IV

It is unfortunate that the long-term vision for the employment district of a more fine-grained/urban street and block pattern, a more pedestrian-friendly environment connected to the Mississippi River and transit, and a higher-quality public realm is being interpreted as conflicting with other goals of the Master Plan, such as provision of high-paying commercial/industrial job opportunities, improved business functionality and improved visual character of the jobs district. It is not the intention of the Master Plan to be anti-business or to send a message that existing businesses need to leave immediately. However, that is how the draft Master Plan is being interpreted by some business representatives. While there are several statements in the Master Plan supporting job retention and growth, the presence of future streets and parks is derailing support for the Plan. Given that Phase IV is likely 20-30 years out, it is acceptable to remove the new streets and park in Phase IV and simply add text that states the Plan's intent for the future.

Committee Recommendation – Option B:

1. Remove the proposed streets and park east of Robert Street between Fillmore Avenue and Plato Boulevard from the Master Plan base map, which would remove them from all of the individual master plans (land use, urban design, acceptable building heights, street system, transit system, pedestrian and bike circulation, parks and open spaces, green infrastructure and public art) as well as the Illustrative Plan. The Illustrative Plan would show existing buildings and streets east of Robert between Fillmore and Plato, with a “bubble” explaining future strategies to pursue as redevelopment occurs in this area. As an example, a revised Street System Plan and Illustrative Plan are attached showing how the maps would look with these changes.
2. Keep the area east of Robert and south of Fillmore in Implementation Phase IV (20-30 years), but replace the bullets on page 108 of the draft Plan with the following bullets:
 - As redevelopment occurs, build a connected street network to integrate the employment district with the neighborhood west of Robert Street.
 - Increase job density.
 - Increase land use diversity, allowing for employees to live within walking distance of employment.
 - As redevelopment opportunities arise, break down the scale of blocks to be more urban in scale, more pedestrian-friendly in character, and more appropriate to an employment district adjacent to the Mississippi River and a mixed-use transit village.
 - Allow for a central green in the employment district.
 - Design streets to provide for all modes, including cars, bikes, pedestrians and transit.
3. This option could also remove the time frames noted after each phase (pg. 107-108).

Committee Response - Both Options:

Most of the language recommended by the Chamber and Port is already in the draft Master Plan – either word-for-word or stating the same intent with slightly different wording:

- p. 65 “This Illustrative Plan is not intended to represent a specific development proposal. It is intended to illustrate the general direction for building configuration and orientation, land use, off-street parking and public realm. The exact location of streets and parks will be determined as redevelopment occurs.”
- p. 106 “...the study area’s large size and redevelopment timeline requires the City to have an implementation approach that is phased and affords flexibility over time. Things will change as development progresses, such as market demand, developer interest,

demographics, public financing capacity, types of funding sources available, and policies at various levels.”

- p. 106 “...it is important to note that the construction of new streets and parks proposed in this Plan is likely only in conjunction with the redevelopment of private property, as the City is unlikely to have the financial resources to build public infrastructure without attendant private development. Until such time as the City has the resources to build the recommended new streets and parks, as part of a redevelopment project, parcels may be put to any legal use permitted under the current zoning classification, provided that the proposed use meets all applicable conditions and/or standards.”
- p. 108 “As redevelopment occurs, acquire right-of way for proposed streets in the Phase IV area...”
- p. 108 “As redevelopment occurs, acquire land for Eva Street Park.”

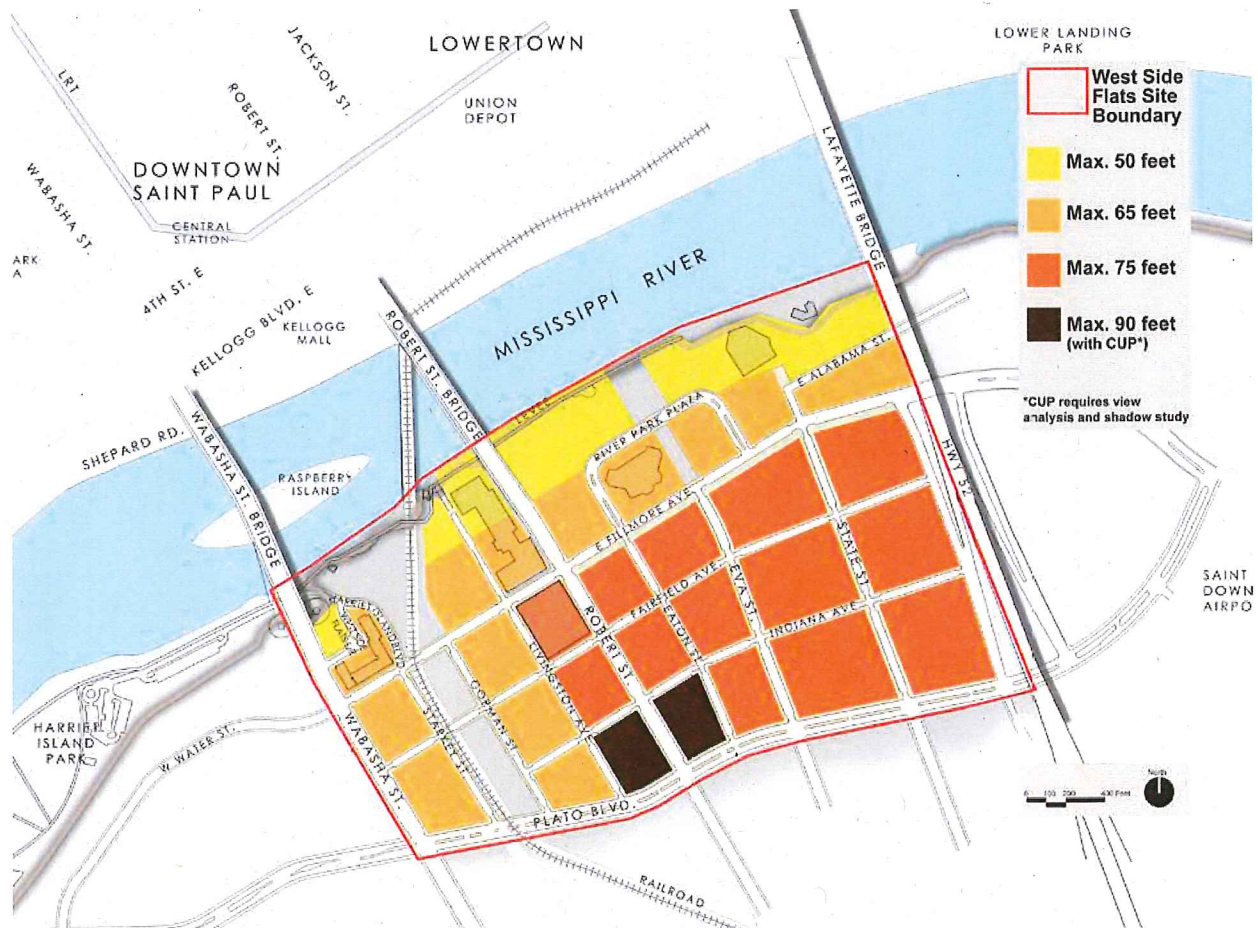
Committee Recommendation – Both Options:

1. Do not insert the language recommended by the Chamber and Port, for the following reasons:
 - a. Most of the language is already in the draft Plan, either word-for-word or with slightly different wording that states the same intent.
 - b. The City Attorney’s Office has advised against inserting language about the City’s intended use of eminent domain. A property owner may want the City to use eminent domain to purchase property in the future, as they would then be eligible for relocation benefits. The City Attorney saw no legal reason to take this tool off the table.

Building heights

Hearing Summary

Representatives from the Saint Paul Area Chamber of Commerce and Sherman Associates expressed concern about the acceptable maximum heights shown in Fig. 5.4 (p. 37). These heights will be adopted as the T3M and ITM permitted maximum heights within the study area. Sherman Associates requests that the maximum heights for the block north of Fillmore, between the railroad tracks and Livingston Avenue, stay as they are currently allowed in the *West Side Flats Master Plan* – 6 stories facing Fillmore and 5 stories elsewhere (towards the river). Sherman Associates also requests that height measurements be made in stories, not feet. The Chamber stated support for this position at the public hearing.



Carol Swenson, West Side resident and member of the West Side Flats Master Plan Community Task Force, commented on the proposed zoning text amendment regarding the conditions under which a conditional use permit could be granted for 90' building heights at Robert and Plato. The proposed language states that the Planning Administrator or Planning Commission *may* require a shadow study and/or view analysis to help determine the impact of the additional height. Ms. Swenson requested that the Planning Commission make the view analysis mandatory, not discretionary, and that the Commission establish criteria and a process for conducting the visual analysis. During the task force process, Ms. Swenson volunteered to work with staff and the Commission on the criteria and process.

Committee response:

The West Side Flats Master Plan Community Task Force spent a great deal of time exploring the impacts of various building heights on views to and from the river, and reconciling those impacts with the density and diversity principles underlying the Plan. The consultants did extensive view analyses of different heights; there was a large community meeting debating the pros and cons of taller buildings; and a compromise was introduced by Friends of the Mississippi River and the National Park Service that set the stage for the recommended heights.

Based on experience with several zoning cases regarding height and the lack of consistency in total height when stories are used instead of feet, City staff converted all height limits to feet years ago. The Committee believes that measurements in feet more dependably convey building height.

Committee recommendation:

1. Keep the acceptable maximum building heights as proposed in the December 5, 2014 draft Master Plan (Fig. 5.4). These are the result of a passionate conversation between interested parties and a compromise that best balances the preservation of significant river views and economic development. Exceptions to the acceptable heights should be considered either as a conditional use permit or variance, especially given the special site conditions noted by Mr. Kuechle for the parcel east of the tracks and north of Fillmore.
2. Continue to measure building heights in feet rather than stories.
3. Require a view analysis for a conditional use permit to go to 90' on the two blocks north of Robert and Plato.
4. Prepare, with assistance from Community Task Force members and City staff, a set of guidelines establishing criteria and a process for such view analysis.

COMMITTEE RECOMMENDATIONS - SUMMARY

The Neighborhood Planning Committee recommends the Planning Commission forward the draft *West Side Flats Master Plan and Development Guidelines* and proposed rezonings to the City Council, with the following comments/recommended changes:

1. **Option A:** Retain the proposed street and park improvements for Phase IV, and retain existing language regarding City actions to acquire land and construct public infrastructure throughout the study area. Remove the time frames noted after each phase (pg. 107-108). **OR**
2. **Option B:** Remove the proposed street and park improvements for Phase IV from all base maps and the Illustrative Plan; remove the time frames noted after each phase (pg. 107-108); replace the language under Implementation Phase IV with the following bullets and add this guidance to the Illustrative Plan:
 - As redevelopment occurs, build a connected street network to integrate the employment district with the neighborhood west of Robert Street.
 - Increase job density.
 - Increase land use diversity, allowing for employees to live within walking distance of employment.
 - As redevelopment opportunities arise, break down the scale of blocks to be more urban in scale, more pedestrian-friendly in character, and more appropriate to an employment district adjacent to the Mississippi River and a mixed-use transit village.
 - Allow for a central green in the employment district.
 - Design streets to provide for all modes, including cars, bikes, pedestrians and transit.
3. **Both Options:** Retain the proposed acceptable maximum building heights shown in Fig. 5.4 of the draft Master Plan.
4. **Both Options:** Amend the proposed zoning text changes to note (l) of Table 66.331 Traditional Neighborhood District Dimensional Standards and note (g) of Table 66.531 Industrial District Dimensional Standards to have the last line read: "The planning administrator or planning commission *shall* require a shadow study and/or view analysis for a conditional use permit application to help determine the impact of additional height."
5. **Both Options:** Prepare, with assistance from Community Task Force members and City staff, a set of guidelines establishing criteria and a process for such view analysis.

Planning Commission
February 19, 2015
Page Eight

Attachments

- ✓ Written Testimony
- ✓ Sample Street System Plan showing Phase IV streets and park removed
- ✓ Illustrative Plan showing Phase IV streets and park removed

February 2, 2015

Saint Paul Planning Commission
Saint Paul City Hall
15 Kellogg Boulevard W.
Saint Paul, MN 55102

RE: West Side Flats Master Plan

Dear Commissioners:

Thank you for the opportunity to submit comments on the draft West Side Flats Master Plan.

I have been a member of the West Side Community Organization's (WSCO) Riverfront, Development and Land Use Committee for eight years and was elected to the WSCO board just recently. Also, I was a member of the West Side Flats Master Plan task force. The comments and opinions I am submitting are on my own behalf, not any of the organizations or groups with which I am affiliated.

I would like to thank Lucy Thompson, Commissioner Reveal, other task force members, and consultants who worked so hard to develop the plan you have before you today. The process leading up to this plan has been inclusive and thorough, working to ensure everyone's voice was heard. There was extensive outreach to the diverse communities on the West Side and focus groups with developers and stakeholders.

I support the plan as forwarded by the task force. The plan embraces and complements the West Side Community Plan, the current West Flats Master Plan, and other small area plans for the flats. It echoes values and principles that the community has expressed many times over:

- Honor the heritage of our neighborhoods and build inclusive places that are welcoming for everyone;
- Protect our natural environment, especially the Mississippi River, and increase connections to it;
- Create development opportunities and access to jobs so all our residents and businesses can prosper and grow; and
- Ensure our quality of life is enhanced, not diminished, as the West Side and St Paul evolve.

In my opinion, this plan and the process that produced it embody and speak to these principles in the following ways among others:

- Use of storm water management as an organizing principle for future development reinforces and revives the natural and cultural connections between the bluffs and the flats that were lost as streams were channelized and buried;
- Re-imagining Robert Street as a lively multi-modal transit corridor that is a focal point of a rich mix of land uses, businesses, and entertainment options;
- Reconfiguring the street grid to produce a smaller scale block pattern encourages and supports diverse building types, land uses, and transportation choices; and in the case of the West Side Flats increases access to the river via foot, bicycle, wheelchair or automobile; and
- Create opportunities to honor the diversity of people and cultures who have made and will make the West Side their home with places for community activities, the arts, education, and natural history.

In support of the plan, I would like to address two issues that have generated much debate: building heights and reconfiguration of the street grid.

First, building heights. The task force, environmental advocates and developers all agreed that the most desirable development pattern would avoid the "crew cut roof tops" that we see in some places in the river valley and instead generate buildings of various heights that offer multiple views of the river valley and preserve the sense of space and place that makes this part of the Mississippi truly unique. The task force reached a compromise of a maximum of 90' with a conditional use permit for parcels fronting Robert Street near Plato Boulevard and building heights elsewhere would follow the pattern established in the first WSFMP. I support this compromise but in my opinion neither this building height guidance nor the proposed zoning code changes for discretionary analyses guarantee the variation in building heights or view shed protections desired. I urge the Planning Commission to establish standardized criteria and a process for conducting a visual impact analysis and, in the case of the West Side Flats, make it mandatory, not discretionary. This approach would create a level of certainty that developers, community, and advocacy organizations are seeking so everyone is clear on the ground rules and the resources required and trusts the results.

Second, the traditional street grid pattern. At the public hearing, I was disheartened to hear that employees of Rexam Beverage Cans Americas believe that adopting a plan that proposes a smaller street grid and includes parks would result in the imminent loss of employment and the strong sense of family and community created by their employer. I do not doubt the sincerity of their concern or their belief that adopting the proposed plan would require Rexam to shut down. That they have been led to believe this is extremely unfortunate as it falsely pits business and jobs against a community vision for vibrant urban neighborhoods.

Task force discussions focused on what we can do through this plan to retain and attract business and industry to the flats and increase the number of jobs. The same is true of WSCO Riverfront, Development and Land Use committee discussions. In my opinion, Rexam is exactly the type of employer and jobs that we've been talking about and welcome as a good neighbor.

During the planning process, the Port Authority did express their concern about the smaller scale street grid. As I remember it, their argument was that new industrial businesses would not be interested in locating on smaller blocks not that current businesses would be forced to leave.

Peer cities and regions across the country — our economic competitors — are all pursuing the triple bottom line advantage of traditional street grid patterns. They understand that the benefit to communities, the environment, and local economies that are accrued through this development strategy attracts the talent, entrepreneurs, industries, and investments needed to give them a competitive edge and produce the eco-friendly growth that the Port Authority supports. Indeed, the City of Saint Paul agrees and has already embraced the traditional street grid. This is the approach that was taken in the Central Corridor, which has had over \$1 billion in investments.

I would like to see this type of investment in the West Side Flats and do not believe a traditional street pattern would be impediment. I support the draft plan. Thank you for the opportunity to comment.

Sincerely,
Carol Swenson
79 W. Isabel Street
St Paul, MN 55107



WEST SIDE
community organization

West Side Community Organization
1 W Water St, Suite 260
St. Paul, MN 55107
Tel: 651-293-1708
Fax: 651-293-0115

January 2015
Saint Paul Planning Commission
City Hall Conference Center Room 40
15 Kellogg Boulevard West
St. Paul, MN 55102

Re: West Side Flats Master Plan and Development Guidelines and Proposed Rezoning

Dear Planning Commissioners:

The Riverfront, Development, and Land Use Committee forward our recommendation, on behalf of the West Side Community Organization Board of Directors, that the City of St. Paul adopt the West Side Flats Master Plan and Development Guidelines.

All West Siders desire to see attractive, high quality development on the West Side Flats. This development should include a vibrant mix of housing, commercial, and industrial uses, and we affirm our deep conviction that the WSFMP will help our community realize these desires in a way that honors the fundamental values and traditions of our neighborhood. Those who live, work, and volunteer on the West Side are united by a desire to encourage development on the West Side Flats that benefits our whole neighborhood and the City of St. Paul. This development will expand the availability and diversity of housing, will increase shopping, dining, and entertainment options, will create growth opportunities for existing and new businesses in our neighborhood, and will protect the environmental assets of the area.

The plan is the product of a thoughtful and intensive community engagement process that began at the end of 2012. City staff was extremely communicative with WSCO and other community organizations from the outset, engaging our organization and elected community board members before opening up a request for proposals. This engagement allowed our community to shape not only the final product, but also the process used for effectively and inclusively communicating with the neighborhood. These methods included the creation of a Community Task Force, regularly updating and accepting feedback during WSCO committee and Board meetings, conducting key stakeholder interviews, hosting listening sessions with specific West Side groups, public open houses, several developer roundtables, a design charrette, and regular electronic communication. There were numerous opportunities for the community to engage in and shape the WSFMP and the process represents best practices in community engagement.

The Community Task Force for the WSFMP update included a broad range of West Side interests, among them were WSCO staff, Board, and committee members, representatives from the Neighborhood Development Alliance, Saint Paul Port Authority, Sherman Associates, Friends of the Mississippi River, Saint Paul Smart Trips, Cerenity Senior Care Center, as well as

neighborhood residents and business owners. Though the issues faced by the task force were at times difficult, the results in the form of the draft WSFMP represent an exciting opportunity for the future of the flats, a future that was shaped by the many community members, organizations, and businesses that value the West Side.

This plan upholds the spirit of the previous plan from 2001 of a mixed use urban village, while addressing a changing development market, new urban design and land use standards, and the potential for improved stormwater management and sanitary sewer capacity. It reflects and complements the work of many previous plans, including the West Side Community Plan (updated in 2013), the District del Sol Small Area Plan, the Great River Passage Plan, as well as regional plans, including Thrive MSP 2040. It also extends the planning area further east into the neighborhood's industrial park, ensuring the creation of a cohesive West Side Flats community that embraces residential, commercial, and industrial uses, forming a neighborhood in which you can live, work, and play. We believe that the extension of a neighborhood scale street grid is a vital component to creating this welcoming neighborhood and serving stormwater management needs.

Industrial businesses on the Flats are crucial to the vision laid out in the WSFMP. They represent an economic engine for the community and will facilitate the long-term development of the area. Our community and the City should ensure a strong business environment that allows these businesses to thrive for many years to come, and we believe the WSFMP accomplishes this goal. The plan ensures that no current land uses on the flats are made non-conforming from proposed zoning changes and that businesses that continue to operate under their current land use designation will be free to invest in their operations or sell their business to new owners. As more of the WSFMP is implemented, and the neighborhood develops and matures, businesses will have the opportunity, at their own discretion, to change land uses and develop their businesses and property in a way that reflects the evolving characteristics of the neighborhood.

We are excited for the future of the West Side Flats and believe that this plan, which came out of a multi-year long engagement process, represents a promising path forward. WSCO urges the Planning Commission to recommend the adoption of the West Side Flats Master Plan by the City of St. Paul.

Sincerely,



Mason Wells
WSCO Staff/On behalf of Riverfront, Development and Land Use Committee and WSCO Board
of Directors

31 January, 2015
Saint Paul

Madam Chair, Members of the Planning Commission:

Thank you for the opportunity to present testimony on the West Side Flats Master Plan on Friday, 30 January. I want to add some further detail to my answer to commissioners' very good questions about the proposed eventual re-establishment of the street grid / block pattern and the virtues of doing such a thing.

As I understand it, the proposal does not attempt to exactly duplicate the historic block pattern, but rather seeks to approximate the former pattern and scale of blocks with the minimum realignment/reconstruction of existing streets. Lucy Thompson and Chair Reveal will know the development of this proposal in much greater detail than I do.

At any meeting that I have attended during the development of this Plan, I have never once heard even the suggestion that an existing business/industry should leave. On the contrary, the principle that "it will be important to retain and grow industrial/commercial businesses, jobs, and tax base in the West Side Flats" (p. 26) has been repeatedly emphasized. The West Side values business owners and employees as community members: as we were reminded, many spend as much time here as they do at home.

In my enthusiasm for the pedestrian life, I do not mean to say that the city should be planned exclusively for pedestrians. Obviously, rail and truck access will be vital for a manufacturer, as parking will be for employees who drive to work, some, as we heard, over considerable distances. But the existing street infrastructure, like so much from its mid- to late- twentieth-century period, is designed almost exclusively for motorized traffic, and can be unsupportive and even discouraging to cyclists and pedestrians, including those who arrive on transit. We need "Complete Streets" that serve everyone, not just drivers, and the short cuts and route options that a humanly-scaled block pattern provides are crucial to walkability.

Even I drive a car when I need to, but I regularly take transit to my work at the University of St. Thomas and the University of Minnesota. If I were fortunate enough to be employed by the West Side manufacturer in question here, I could walk to work. My more or less carbon-neutral commute would be about twenty minutes one-way. I know this because I frequently walk from my home to the post office on Eva Street, a trip that is not only unpleasant but dangerous because of two unsignalized crossings of high-traffic roads. Even so, a pedestrian connection through an existing superblock (not in the Plan study area) would save me about five minutes. If I lived in the West Side Flats apartments, my walk would be less than ten minutes, though if I had options about my route, and if there were places along the way to get coffee, or a drink after work, or groceries, I might be tempted to stop. I might meet someone I know, or someone I don't, yet, and I need groceries, and grocery clerks and baristas need work, too, even if they do make less than machinists.

One reason for planning to increase density of housing *and* employment is to enable a lifestyle that is more sustainable for more people. I don't think I am alone in hoping that in fifty years, this West Side manufacturer and others will be thriving, that more of their employees will be living locally, and that a gradual move, over time, toward more complete streets, will make that more sustainable and more engaged life not only possible, but highly attractive.

Respectfully,

Robert Ferguson
79 West Isabel Street, Saint Paul 55107



Minnesota Department of Transportation
Office of Aeronautics
MS410
222 East Plato Blvd.
Saint Paul, MN 55107

February 2, 2015

Lucy Thompson
Principal City Planner
Department of Planning and Economic Development
1300 City Hall Annex
25 W. 4th Street
Saint Paul, MN, 55102

RE: Public Comments to West Side Flats

Dear Ms. Thompson,

The Master Plan and Development Guidelines for the West Side Flats has been received and reviewed by the MnDOT Office of Aeronautics. The following comments provide guidance regarding proposed development near the St. Paul Downtown Airport as it relates to Airport Safety Zoning, state permitting for airspace obstruction to a public use airport, federal airspace notification, and federal guidance on storm water facilities. Note that the location for West Side Flats is within one mile of the St. Paul Downtown Airport.

Airport Safety Zoning

A proposed Airport Zoning Ordinance for Saint Paul Downtown Airport was submitted for MnDOT approval in September of 2010. The ordinance submitted did not meet standards as prescribed in Minnesota Rules 8800.2400 and was therefore objected to by the Commissioner of Transportation. However, had it been approved, the maximum construction heights included in the ordinance would impact the entire development area. It should also be noted that if an Airport Safety Zoning ordinance meeting current State minimum standards were adopted at St. Paul Downtown Airport the entire development area would again be impacted by land use and airspace restrictions.

State Permitting for Airspace Obstructions

Because the St Paul Downtown Airport is not zoned, Minnesota Statute (MS 360.83 Subd. 2) and Rules (Minnesota Rules 8800.1200) give MnDOT Aeronautics airspace obstruction permitting authority and responsibility for any proposed structure:

- that is more than 200' AGL within three nautical miles of an airport and increasing by 100' for each additional mile out to six miles and 500', or
- that would increase an instrument approach minimum flight altitude or increase its flight visibility minimums, or
- that would increase the minimum obstruction clearance altitude of a federal airway, or

An Equal Opportunity Employer



- that would penetrate any of the following imaginary surfaces: primary, horizontal, conical, approach, or transitional surfaces.

As such, a permit from MnDOT Aeronautics may be required for the proposed structures of the West Side Flats. For additional information on MnDOT's role in permitting structure visit the following webpage:
<http://www.dot.state.mn.us/aero/documents/tallstructures.pdf>.

Federal Airspace Notification

Any construction may require notification to the FAA using FAA Form 7460-1, Notice of Proposed Construction or Alteration. Projects within 20,000' of a runway at St. Paul Downtown Airport will require notification for any equipment that will penetrate a surface of 100:1 from the end of any runway. For further information on penetrating airspace surfaces within 20,000 feet of an airport please refer to <https://oeaaa.faa.gov/oeaaa/external/portal.jsp>. Terrain height will factor into whether the project affects navigable airspace.

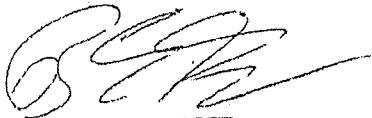
Storm Water Facilities

The Master Plan and Development Guidelines for the West Side Flats include designs for storm water systems. Please note that the FAA Advisory Circular (AC) 150/5200-33B, Hazardous Wildlife Attractants on or Near Airport, provides guidance on new storm water management facilities and may be applicable. Section 2-3b of the AC states that "storm water detention ponds should be designed, engineered, constructed, and maintained for a maximum 48-hour detention period after the design storm and remain completely dry between storms". The complete AC can be found online at:
http://www.faa.gov/documentLibrary/media/advisory_circular/150-5200-33B/150_5200_33b.pdf.

In summary, the MnDOT Office of Aeronautics recommends that due to the close proximity of the proposed West Side Flat development to the St. Paul Downtown Airport consideration be made for the people and property of those flying in and out of the airport and for those who will work and reside in close proximity to the airport.

Please do not hesitate to contact me with questions or for further information on any of the preceding comments.

Sincerely,



Ryan E. Gaug, AICP
Planning and Finance Director
MnDOT Office of Aeronautics

cc: Cassandra Isackson, Office Director
Kathy Vesely, Assistant Office Director

Thompson, Lucy (CI-StPaul)

From: Butler, Sonja (CI-StPaul)
Sent: Tuesday, February 03, 2015 12:25 PM
To: Thompson, Lucy (CI-StPaul)
Subject: FW: West Side Flats improvement project

From: Sherry M Quarnstrom [<mailto:sherryquarnstrom@gmail.com>]
Sent: Monday, February 02, 2015 12:43 PM
To: Butler, Sonja (CI-StPaul)
Subject: West Side Flats improvement project

My name is Sherry Quarnstrom and I work at Rexam Beverage Can located at 139 Eva St. in St. Paul. If you follow through with your plans for phase 4 street and park improvements you will put me out of a very high paying job. I say NO to phase 4 street and park improvements.

No one from the planning commission contacted Rexam or any of its' employees when the original task force met in 2013. Rexam was not notified of this project until November 2014.

Rexam is good for the city of St. Paul. Rexam pays \$200,000.00 in property taxes. Rexam has an annual payroll of \$8 million. Rexam contracts with many local Businesses who supply us and work with us. This will all be lost if a street and a park are put through the property Rexam sits on.

Thank you

Thompson, Lucy (CI-StPaul)

From: Butler, Sonja (CI-StPaul)
Sent: Tuesday, February 03, 2015 12:25 PM
To: Thompson, Lucy (CI-StPaul)
Subject: FW: West Side Flats

From: Lawrence Carlson [<mailto:lac1357@comcast.net>]
Sent: Monday, February 02, 2015 2:22 PM
To: Butler, Sonja (CI-StPaul)
Subject: Fwd: West Side Flats

From: Lawrence Carlson <lac1357@comcast.net>
Date: February 2, 2015 1:34:00 PM CST
To: sonjabutler@ci.stpaul.mn.us
Subject: West Side Flats

We want to cast our vote to spare the businesses that should be grandfathered in on the West Side Flats. Lawrence A. Carlson and Joan G. Carlson

Thompson, Lucy (CI-StPaul)

From: Butler, Sonja (CI-StPaul)
Sent: Tuesday, February 03, 2015 12:26 PM
To: Thompson, Lucy (CI-StPaul)
Subject: FW: West Side Flats

From: Eileen Sather [mailto:sparrowems@yahoo.com]
Sent: Monday, February 02, 2015 2:28 PM
To: Butler, Sonja (CI-StPaul)
Subject: West Side Flats

To Sonja Butler:

Regretfully, I was unable to attend the public meeting on Friday, January 30, 2014, in regards to the West Side Flats Master Plan and Development Plan. Therefore, I want to go on record to say, "NO", to the proposed Westside Master Plan street grid system or new parks plan. I ask that this Email be added to the public record for:

1. Removal of the proposed street grid plan
2. Adopting the Chamber of Commerce recommended language that addresses eminent domain usage
3. Remove the park plan.

I understand that the original task force met in 2013, am I correct? Yet some businesses did not find out about this plan until October 2014. That, to me, is unconscionable. Those affected should certainly be given adequate time to propose their thoughts for or against such a plan, or have adequate time to give their employees advanced notice should they need to be terminated.

Will such a plan not require removal of many businesses in that area? Has consideration been given to where those businesses would relocate - to Minneapolis or China perhaps? Is that what we want for our city? Seriously, I'm not for losing any more businesses in our city for whatever reason.

I understand the new plan is to put in a housing development. How long ago were people living in that area nearly every year removed due to flooding until the river receded? Are you aware of that? And you are proposing a new housing development? Perhaps that is no longer an issue.....until a new housing development is installed by those unaware of the floods of former days. Then we have a record flood - and again many more people will need to be relocated? Has that possibility been considered? Do not say you were not forewarned.

Flooded parks take a long time to recover and once again be usable.

Flood walls, not too far away, are still used from time to time at the airport.

Therefore I put in my, "No," vote to the Planning Commission to add to the others who are against the West Side Flats Master Plan and Development Plan.

Respectfully submitted,

Miss Eileen Sather

Thompson, Lucy (CI-StPaul)

From: Butler, Sonja (CI-StPaul)
Sent: Tuesday, February 03, 2015 11:14 AM
To: Thompson, Lucy (CI-StPaul)
Subject: FW: West Side Flats Developmemt

Another one I received.

From: Brendmoen, Amy (CI-StPaul)
Sent: Monday, February 02, 2015 12:37 PM
To: ehrich; Butler, Sonja (CI-StPaul)
Cc: Sage-Martinson, Jonathan (CI-StPaul); #CI-StPaul_Ward5
Subject: Re: West Side Flats Developmemt

Sonja and Jonathan-

Can you please be sure to include me on your response to Mr. Ehrich?

Thank you,
Amy Brendmoen

From: ehrich <t_ehrich@hotmail.com>
Date: February 2, 2015 at 8:02:20 AM CST
To: "sonja.butler@ci.stpaul.mn.us" <sonja.butler@ci.stpaul.mn.us>
Subject: West Side Flats Developmemt

Good morning,

My name is Travis Ehrich and I am an employee of Rexam Beverage Can. I attended the city hall meeting this past Friday, concerned, to listen to the details of the proposed West Side Flats development.

Even though this project is in the beginning stages, I want to speak up before this project is fast tracked into fruition.

This project needs to be sent back for redesign for a number of reasons. Please remove the "park and street" grid from the plan and be more concise on the wording of eminent domain. It is "likely" that Rexam will not be affected by the proposed developments, needs to be changed to "will not" be affected.

Before myself and all of my co-workers know it, a street will be constructed right up to our building and the eminent domain law would take hold, consequently putting over 100 hard-working union workers jobless.

Rexam pays a lot to the city of St. Paul in taxes every month and so do a number of business' east of Robert St.

Many times in the presentation Friday the point was made to keep industrial companies operating in the proposed plan. We are those companies.

I understand the importance of aesthetics and walking/bike paths. But it can't be like that everywhere. Rexam has been at its location for decades providing livable wages and great healthcare to families. And it will be very difficult for is to just pick up and move on, just for some smaller blocks, a park and paths.

If it's not broke, don't fix it.

Please consider revising the street grid plan at these early stages and spare Rexam and its neighboring business'.

Thank you for your time.

-Travis Ehrich, employee of Rexam.

Sent from my iPhone

Thompson, Lucy (CI-StPaul)

From: Butler, Sonja (CI-StPaul)
Sent: Tuesday, February 03, 2015 12:26 PM
To: Thompson, Lucy (CI-StPaul)
Subject: FW: West Side Flats

From: Karpovich, Chris [<mailto:Chris.Karpovich@rexam.com>]
Sent: Monday, February 02, 2015 4:25 PM
To: Butler, Sonja (CI-StPaul)
Subject: West Side Flats

To the Planning Commission:

My name is Chris Karpovich. I am the plant manager of Rexam Beverage Can located at 139 Eva St. St. Paul, MN 55107. I testified at the hearing this past Friday but wanted to add the following to the official record.

I heard much talk about a task force that was formed to begin this Master Plan. I want the record to show that this business plus my neighbors (Spriggs, Strategic, Red Cross, ABC Supply, etc) knew anything about or was informed about any task force looking to redevelop this area. We were never afforded the chance to have our voice heard until after the plan was completed. It looks like the task force was handpicked with just community folks no businesses allowed to be heard.

Commissioner Pat Connolly asked how many St. Paul residents does this business employee – the answer is 23 of the 110 live in St. Paul. That is 23 families with children are St. Paul residents but the 88 families do live in the surrounding area and we spend quite a bit of money in St. Paul. Commissioner Connolly also asked what estimate I believe our plant leaves in St. Paul. I estimate this at ~\$300,000 in the form of business lunches, gas, staff events, employee lunches and employee functions. We attempt to keep everything as local to St. Paul as possible for catering events and functions. We support our community we work in. The sad part is we feel as though the City of St. Paul does not embrace good union jobs that support families. We feel like there are some among you that are against industry and we are the life blood to the economy. We pay very well with our employees averaging over \$70k/year. To have Lucy Thompson on November 5, 2014 tell my union president and myself that, “...You are not in phase 4, you will be gone by then” just isn’t right. These high paying jobs help St. Paul not hurt them.

I ask again that the Planning Commission please return the Master Plan back for edit to remove the new street grid plan and park improvement plan that currently exists.

Thank you for your time,

Chris Karpovich
Plant Manager
Rexam St. Paul
O: 651-227-7211X522
C: 651-491-0810

This communication (including any attachments) contains information which is confidential and may also be privileged. It is for the exclusive use of the intended recipient(s). If you are not the intended recipient(s), please do not distribute, copy or use this communication or the information. Instead, if you have received this communication in error, please notify the sender immediately and then destroy any copies of it. Due to the nature of the Internet, the sender is unable to ensure the integrity of this message and does not accept any liability or responsibility for any errors or omissions (whether as the result of this message having been intercepted or otherwise) in the contents of this message. Any views expressed in this communication are those of the individual sender, except where the sender specifically states them to be the views of the company.



VICTORY CAPITAL CORPORATION

421 Wabasha Street North, Suite 200 St. Paul, Minnesota 55102 Office: 651.222.8970 Fax: 651.222.8973

February 2, 2015

Ms. Lucy Thompson
Principal City Planner
City of St. Paul
Department of Planning and Economic Development
1300 City Hall Annex
25 West 4th Street
St. Paul, MN 55102

RE: West Side Flats Master Plan, Development Guidelines and Proposed
Rezoning

Dear Ms. Thompson:

I have had the opportunity to review the West Side Flats Master Plan proposal and I was also in attendance this morning at the public hearing in front of the City of St. Paul Planning Commission. As a significant industrial property owner in the Riverview Industrial area, I wanted to share some of my thoughts and concerns and I would ask that this letter go on record as part of the public hearing.

As mentioned above, through various partnerships, I am involved in the ownership and management of over 200,000 sf of industrial property within the master plan area. The first property is the Riverview Business Center located at 105-145 State Street and the second is Riverview Industrial Center located at 130-180 Eva Street, directly across the street from the Rexam facility. Both of our properties would be impacted by the new street grid system with several roads going through the middle of them. No matter whether the implementation of this plan happens 10, 20 or 30 years from now, adopting it will have a significant detrimental impact on the value and sustainability of our properties. The following bullet points outline my reasoning for this:

- We have nearly 20 different tenants in these properties, most of which are long standing St. Paul businesses. Should the City adopt this plan, each of these companies will no doubt re-evaluate their ability to occupy space in these properties and invest in their operations with the likelihood that they will lose their space at some point in the future.
- There is no question this will have a significant negative impact on our ability to retain tenants and attract new tenants to the property, reducing the ultimate value of the properties.

- With lower occupancy and the threat of losing the property to make way for the new infrastructure, our properties will have increased deferred maintenance as there will be no desire and less capital available to invest in the properties.
- We will most certainly have financing related issues in the future as loans come up for renewal and as occupancies decline.

As was stated over and over again this morning, I don't understand why the City would adopt a plan that will most likely force existing St. Paul companies to move their operations. Many of these companies have been on the West Side for decades. They employ hundreds of hard working people and contribute significantly to St. Paul's economy in many different ways. Why would you want to displace these companies and their employees, while forcing them to spend millions of dollars to relocate? The proposed new street grid will most certainly do that.

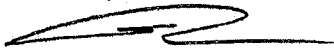
The plan does call out for the possible use of eminent domain in the future for the implementation of the plan. As someone who has had some recent experience with a quasi-governmental entity trying to take our property through the use of eminent domain, I can tell you there is nothing good that comes of that for property owners. These often end up in long drawn out court battles where the only winners are the attorneys. If the plan moves forward in any capacity, I would strongly urge you to remove the ability to acquire property via the use of eminent domain.

Finally, in the meeting this morning you mentioned that the task force took into account "market reality" when putting this plan together. The reality is that the market changes and evolves every year, so I don't know how one could project out 10, 20 or 30 years and know what the market reality will be at that time and what product types will be in demand. Why would the City put a master plan in place that has no flexibility to adapt to future market conditions? It would make much more sense to adopt a plan to guide future development in the area, but does not dictate where certain roads will go. Let that planning happen in the future as the market evolves and redevelopment occurs.

In conclusion, my partners and I are very opposed to the West Side Flats Master Plan in its current form and would ask the Planning Commission to send it back to the task force for further evaluation and discussion.

Thank you.

Sincerely,



Todd A. Geller
Victory Capital Corporation
Badger Properties Riverview, LLC
Riverview Industrial Ventures, LLC

380 St. Peter Street
Suite 850
Saint Paul, Minnesota
55102-1313



Tel: 651-224-5686
Fax: 651-223-5198
Toll Free: 800-328-8417
www.sppa.com

January 29, 2015

Ms. Barbara Wencil, Chair
Saint Paul Planning Commission
1400 City Hall Annex
25 West 4th Street
Saint Paul, MN 55102

RE: Saint Paul Port Authority Comments on West Side Flats Master Plan and Development Guidelines

Dear Chair Wencil:

We appreciate the opportunity to provide the Planning Commission with comments and recommendations on this Draft Plan for the West Side Flats area, which lies within the Port Authority's Riverview Industrial Park.

We also appreciate the efforts of Commissioner Betsy Reveal in leading the advisory Task Force, of which the Port Authority was a part, through its process in suggesting plan elements.

There are some very positive recommendations in this Plan for both infrastructure upgrades and visual enhancements for this area. Some of these include storm water management strategies, building heights and maintenance of view sheds, some of the green amenities, sewer system infrastructure improvements, transit on Robert Street, and public arts opportunities.

We are concerned, however, about the proposed new street grid system; the proposed new City park where an ongoing business provides significant jobs and taxes; and the language regarding eminent domain. We are also concerned that there has been no Fiscal Analysis of the likely impact of these proposed changes.

The Port Authority believes that this Plan's Vision for a "thriving riverfront urban village" can and should include the component of retention of companies throughout the Plan Area/Riverview Industrial Park; they engage in key economic activities, are compatible with other land uses, and are in close proximity to neighborhood residents who we believe appreciate a short commute to good jobs.

Initiative for a Competitive Inner City (ICIC)

Chair Wencil, as you recall, about a couple of years ago, Lorrie Louder of my staff presented to the Planning Commission the findings of our Saint Paul Industrial Study conducted by the ICIC. Dr. Michael Porter of Harvard University, and Chairman of the Board of the ICIC, created this organization. One of the main conclusions is that the industrial assets are important in Saint Paul, but are underappreciated. The ICIC strongly recommended that the City and Port Authority work to retain industrial land in Saint Paul because of all of its business growth, jobs at good wages, low level of city services use, and significant contribution to the City's fiscal health.

The term "industrial" seems somewhat arcane to some people. We shouldn't forget, however, that some of the strongest parts of the economy in Saint Paul and the metro area are in the industrial business areas of Production, Repair, Distribution, and Logistics (P,D,R,L). These sectors are what contribute so

significantly to the fiscal health and vibrancy, indeed the economic lifeblood, of Saint Paul. And the West Side Flats/Riverview Business Park is a key example of this. We hope that the Planning Commission will consider this big picture as it further reviews our recommendations to improve the Draft Plan.

Recommendations

We ask you to consider existing City policies on economic development as you deliberate on the following recommendations. Specifically, please refer to Strategy 2 of the City's Comprehensive Plan, which we understand was adopted in February, 2010. The final page of this chapter says the following:

"Economic Development. The crux of economic development is jobs.....2.31: Implement the City's Economic Development Strategy to focus resources effectively in a coordinated series of initiatives and programs intended to secure and retain industries and commerce, and the jobs both create."

Additionally, we hope that the Planning Commission in its deliberations will consider the Commission and City Council-approved West Side Community Plan, regarding land for industry and jobs; West Side businesses being "engines of prosperity"; and jobs connections with businesses.

We believe that this Draft can be significantly improved and more synchronized with the City goal of supporting a strong business community that provides jobs to our residents by making the following changes:

1. Eliminate the Proposed New Street Grid Plan: There is significant street infrastructure in place at this time that serves well the existing uses throughout this area. A residential street pattern is not appropriate for this industrial area, and there has been no demand for this to our knowledge from the industrial marketplace.

We understand from staff that the idea of the new street grid is to integrate the employment district with the neighborhood west of Robert Street. We urge to you to consider that this area is already clearly related to the area West of Robert and should be viewed as a continuing fundamental part of the West Side Flats area. The strategy should be one of letting existing businesses know that they are valuable to the City and welcoming their retention and growth; and supporting some smaller buildings that may be repurposed with various commercial-industrial uses; is also a positive part of the strategy.

Please refer to the Map on the last page. We understand from City staff that the proposed street grid is a pretty close approximation of their locations in the future. It should be noted that the proposed new street system goes through parking lots and buildings that contain going concern businesses. Please consider a couple of specific examples: A) American Red Cross Property along Robert, south of Fillmore: This business is manufacturing and office, has a critical need for its parking areas, and currently provides approximately 600 jobs. B) REXAM Manufacturing Plant, south of Fillmore on Eva St.: REXAM is a global company located on 7 continents and is in the Production category noted above. It produces over 5 million cans a day for Pepsi, Coca-Cola, our own Saint Paul-based Summit Brewing Company, and other customers; it provides jobs to over 100 people, some of them 2nd generation workers; it provides robust average wages of about \$75,000 per year; it has plans for significant expansion on this site; and it pays about \$210,000 in annual property taxes.

In short, these companies, and others in this area, comprise the type of economic engine that ICIC indicates is so vital for a City's fabric and that economic development policies have long encouraged. We should honor this business base as the West Midway Industrial Strategy does.

2. Eliminate the Proposed City Park on Eva Street: This new park is proposed to be placed on the site now occupied by the REXAM Company. This is not an appropriate use, it reduces industrial land, and the proposal sends the wrong message to the business community regarding the City's view of jobs, tax base, and economic activity.
3. Revise the Eminent Domain Language: Although the message to the business community and others has been that businesses need not worry and no public action will be taken until the businesses wish to move out, the current language does not adequately reflect this. We urge you to change the language to indicate that the City does not intend to use eminent domain. We concur with the specific language proposed by the Saint Paul Area Chamber of Commerce in their letter to the Planning Commission of January 7, 2015.

Port Authority's Business and Jobs Growth Goal

The Port Authority's goal is to protect industrial land; our professional experience tells us this Plan will reduce it.

Our conclusions are based on our track record. The Saint Paul Port Authority has been in the industrial redevelopment business for over 50 years; and by all tangible measures (nearly 2 square miles of recycled property, nearly 600 businesses and nearly 24,000 jobs) we're pretty good at it. Truly, our accomplishments and commitment to Saint Paul should speak to this. Even during the economic slowdown of the previous five years, there have been several successful Port-sponsored industrial developments in the city. One of the primary reasons for the Port's success is that we make good judgments about which distressed properties to purchase for redevelopment, and which properties to ignore. Simply put, the Port buys properties that - post building demolition, contamination cleanup, platting and infrastructure installation -- will be attractive to private businesses for their next big investment.

We stay away from properties that don't meet that test. Again, our history of success suggests that we are right about these judgments much more often than we are wrong. In the past, the Port Authority has been granted significant flexibility by the City in planning and platting our business parks, and the businesses have responded positively.

The West Side Flats Master Plan sets a new course by effectively creating the plat first, with the expectation that industrial development will follow. For the foreseeable future, we don't believe that industrial businesses and development companies will support the plan. We certainly don't support the above-referenced portions of it. We believe that the current draft West Side Flats Master Plan Draft places insurmountable impediments to near-term industrial redevelopment prospects.

Indeed, it appears the City's ultimate goal is to transition the West Side Flats area out of industrial development and into office/commercial space - uses for which there is currently a very limited near-term market in Saint Paul's core. We recognize that the City has ultimate planning and zoning authority over all properties within Saint Paul. So, while we will continue to object to this plan, we know that it may actually come to fruition. Should that be the case, the following are likely outcomes:

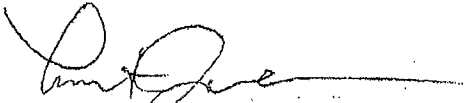
- Upon seeing their property divided by future streets and other infrastructure, current property owners will stop investing in their property. (How many of us would continue to invest in our homes if we knew the City planned to build a road through them?)

Ms. Barbara Wenc
January 29, 2015
Page 4

- The value of the current properties will drop as a result of the impediments and uncertainty created by the plan. (If a road were planned to run through our homes, who would we sell them to?)
- The Port likely will not be the buyer of property that couldn't be repurposed in the near term.
- The area will deteriorate with an attendant loss of jobs and tax base until such time, if ever, that the private business community finds uses for the properties that are consistent with the plan.

Chair Wenc, thank you for your consideration of these recommendations. We are available for further discussion as you may wish.

Sincerely,

A handwritten signature in black ink, appearing to read 'Louis F. Jambois', with a long horizontal flourish extending to the right.

Louis F. Jambois
President

West Side Flats Draft Master Plan & Development Strategy
Impact of Proposed Street Grid System on Buildings in Riverview Business Center



January, 2015





January 7, 2015

Saint Paul Planning Commission
City of Saint Paul
City Hall Conference Center Room 40
15 Kellogg Blvd. West
Saint Paul, MN 55102

VIA EMAIL

Re: West Side Flats Master Plan and Development Guidelines

Dear Members of the Planning Commission:

As the state's largest local chamber and a strong proponent of creating vibrant river-connected neighborhoods, the Saint Paul Area Chamber of Commerce (SPACC) writes in regards to the city of Saint Paul's draft West Side Flats Master Plan and Development Guidelines (draft plan) released by the planning commission for public comment. In general, SPACC supports the draft plan. But we are also concerned that some of the proposed public improvements will negatively affect business and property owners in the West Side Flats. In advance of the January 30, 2015 public hearing, SPACC offers the following comments and recommendations for consideration.

I. Overview and General Support for the Draft Plan.

The original master plan for the West Side Flats was adopted by the city in 2001. More recently, the Saint Paul Planning Commission initiated a community-based planning process to update the original plan. The planning commission appointed a community task force to lead the planning process. As part of the process, the task force developed a vision and a series of guiding principles to be used in shaping future development in the West Side Flats.

In the draft plan, the West Side Flats is identified as a 21st century urban village that connects the larger West Side community to the Mississippi River and downtown Saint Paul. The draft plan calls on the West Side Flats to have strong visual and physical connections to the river's edge and bluffs, pedestrian and bike-friendly streets, and increased transit opportunities. It is also said that the West Side Flats should continue to provide high-paying commercial and industrial jobs. Finally, the draft plan seeks to promote higher-intensity land uses with increased density.

SPACC supports this vision.¹ Specifically, we believe improving business functionality and providing high-paying job opportunities in the West Side Flats neighborhood is critically important.

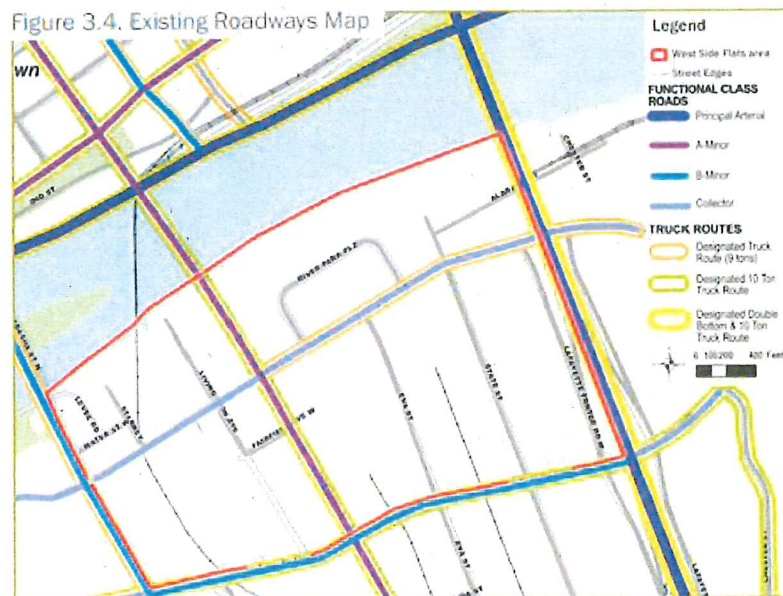
¹ To help achieve the vision, the draft plan recommends rezoning 34 parcels. SPACC does not take issue with the proposed zoning changes as it is our understanding that no legally nonconforming uses will result.

Additionally, we applaud the call for a balanced network of movement featuring new multi-modal nodes with increased pedestrian and bike connections to the riverfront. And we feel strongly that creating a unique and welcoming public edge along the riverfront will increase the vitality of our great city. Unquestionably, we believe this plan is good for Saint Paul.

II. Concerns.

While SPACC generally supports the draft plan, we are concerned about certain of the proposed public improvements. Specifically, the draft plan calls for new streets to be constructed as part of an enhanced urban transportation system with a “complete street” network. The draft plan also envisions new urban parks and open spaces in select areas of the West Side Flats. SPACC typically supports these types of public improvements as they benefit the community as a whole. However, in the case of the West Side Flats, SPACC believes that some of the proposed street and park improvements may discourage existing business and property owners from investing in Saint Paul. This may result in fewer employment opportunities and reduce the strength Saint Paul’s tax base.

The existing street grid system is composed of four major streets: Lafayette Road, Robert Street, Wabasha Street, and Plato Boulevard. Smaller, local roads supplement the major streets. Collectively, the existing street system can be characterized by large blocks that predominantly serve commercial and industrial-type land uses. Figure 3.4 from the draft plan below provides a visual depiction of the existing street system serving the West Side Flats.



The draft plan recommends use of a traditional urban street grid system to enhance connectivity and livability in the West Side community. The current street system would be reconfigured to a more connected street network with smaller blocks. The existing streets (Plato, Fillmore, State, and Eva) would be supplemented with new streets, including Eaton Street (north-south), Fairfield Avenue, and

Indiana Avenue (east-west). Figure 5.5 from the draft plan provides a visual depiction of the West Side Flats' street system after the proposed new streets are constructed.



Figure 5.5 makes it difficult to visualize the extent to which the proposed streets interfere with the use of private property, as it does not illustrate how the improvements would interact with existing development in the West Side Flats. To better understand how the new streets would interact with existing land uses, the aerial photograph below (provided by the Saint Paul Port Authority) shows the proposed street system (shown in green) superimposed over existing structures (shown in red) located in the West Side Flats.



In viewing the proposed improvements from this perspective, it is easy to see that some of the new streets will interfere with the productive use of private property.

For some businesses, the proposed public improvements would directly interfere with their ability to operate, create jobs, and expand in Saint Paul. For example, the photographs below provide aerial views of the Rexam manufacturing facility located at 139 Eva Street. The photograph on the left provides a current view of the property. The photograph on the right shows what Rexam's property would look like after the proposed public improvements are constructed (red lines representing proposed street improvements and green area representing the proposed Eva Street Park).



The above-right depiction illustrates how the street and park improvements would affect Rexam. As you can see, the proposed Eva Street Park would nearly replace Rexam's state-of-the-art manufacturing facility. The new streets would cut directly through what was left of the facility. This would be a great loss for the West Side community and Saint Paul as a whole. As a leading global beverage can maker, Rexam pays roughly \$200,000 in annual property taxes. With an \$8 million payroll, Rexam supports around 100 high-paying union jobs in Saint Paul.

In summary, the proposed street and park improvements, even if conceptual in nature, will cause affected business and property owners to question their long-term sustainability in Saint Paul. Many businesses in the West Side Flats are planning to make 50 to 100-year investments in equipment and infrastructure. For these businesses, the long-term investments will become significantly less attractive knowing the city is planning to build a road through their property. If the draft plan is adopted as proposed, businesses will be forced to operate with the overarching fear that the city may initiate eminent domain proceedings against them, taking their property to allow for construction of the proposed street and park improvements.² As a result of these fears, businesses may simply stop investing in Saint Paul. We do not believe this would be good for our community.

² If the city does use eminent domain, there is the added fear among business and property owners that they would be forced into years of costly litigation to determine the compensation justly owed to them by the city for taking their property.

III. Recommendations.

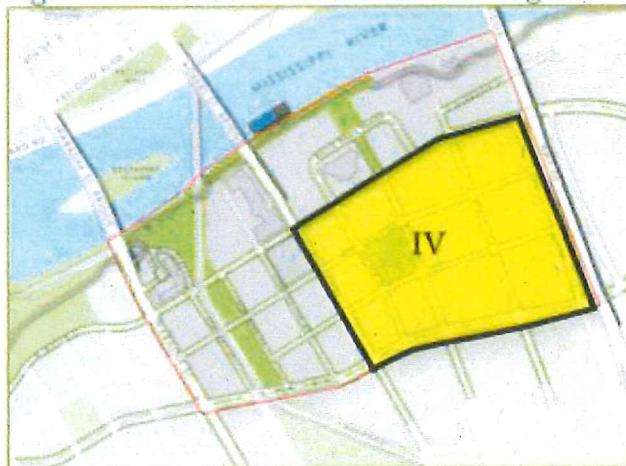
To alleviate the concerns expressed above, SPACC offers the following recommendations:

a. Remove the proposed Phase IV street and park improvements from the draft plan.

The draft plan anticipates that redevelopment of the West Side Flats will occur over the next 30 years. The proposed street and park improvements are planned in four strategic phases. The phases are planned according to time and geographical area.

Specifically, Phase I improvements are planned to occur within the next 5 years. These improvements are located in the northwest quadrant of the West Side Flats. Phase II improvements are planned to occur within the next 5-15 years. These improvements are located in the southwest quadrant of the West Side Flats. Phase III improvements are planned to occur within the next 10-20 years. These improvements are located in the northeast quadrant of the West Side Flats. Phase IV improvements are planned to occur within the next 20-30 years. These improvements, which provide the primary basis for the concerns discussed above, are located in the southeast quadrant of the West Side Flats, as depicted in Figure 7.6 of the draft plan below.

Figure 7.6. West Side Flats Phase IV Diagram



SPACC recommends removing the Phase IV street and park improvements from the plan. We believe removing the Phase IV improvements will still allow the city to achieve the proposed vision for the West Side Flats and adhere to the guiding principles enumerated by the task force. Without this revision, businesses located in the Phase IV improvement area may not be allowed to physically expand, as doing so may be deemed inconsistent with the city's comprehensive plan.

- b. Include stronger language indicating that the city does not intend to use eminent domain to take private property to allow for construction of the proposed public improvements.**

On November 5, 2014, representatives from the city's planning and economic development staff invited business and property owners to attend an informational meeting to discuss the draft plan. During the meeting, business and property representatives indicated that they interpreted the proposed street and park improvements discussed above to mean they were not being viewed as part of Saint Paul's future. Business and property representatives also expressed concern about the city's potential use of eminent domain to allow for construction of the improvements.

In response to the concerns raised by business representatives, the city revised the draft plan to alleviate the concerns expressed by business and property owners. Specifically, the city revised the plan as follows:

- added year timelines behind each of the public improvement phases (pages 106-107 of the draft plan);
- added the phrase "As redevelopment occurs," before the second bullet under Phase II, the first bullet under Phase III, and the second bullet under Phase IV (pages 106-107 of the draft plan); and
- inserted "The exact location of new streets and parks will be determined as redevelopment occurs" on page 65 of the draft plan.

SPACC appreciates and supports these revisions. The revisions provide greater clarity as to when the public improvements are to be made. The revisions also state that the improvements are to be made as redevelopment occurs.

In addition, to alleviate concerns about the use of eminent domain, the city inserted the following language into the draft plan (page 106):

In any case, it is important to note that the construction of new streets and parks proposed in this Plan is likely only in conjunction with the redevelopment of private property, as the City is unlikely to have the financial resources to build public infrastructure without attendant private development. Until such time as the City has the resources to build the recommended new streets and parks, as part of a redevelopment project, parcels may be put to any legal use permitted under the current zoning classification, provided that the proposed use meets all applicable conditions and/or standards.

While SPACC is grateful for the city's willingness to address property-related concerns by revising the draft plan, we believe the supplemental language on page 106 still leaves business and property owners uncomfortable with the lack of assurance regarding the long-term plans of the city. As revised, the language on page 106 leaves open the possibility that the city will exercise its legal authority to take

private property to construct the proposed public improvements when it has the financial resources to do so. Such language does not alleviate the concerns expressed by business and property owners.

To sufficiently alleviate the concerns about the use of eminent domain, SPACC recommends insertion of the following language into the draft plan:

The city does not intend to utilize eminent domain proceedings to facilitate the development of new streets and parks proposed under the plan. The proposed streets and parks will be constructed as private development and redevelopment occurs. The proposed streets and parks are conceptual in nature and are subject to change as development occurs. The location of proposed streets and parks in the plan does not necessarily reflect the city's intended placement of those public improvements. When development and redevelopment occurs, the exact location of new streets and parks will be determined. Until such time as new streets and parks are constructed as part of a redevelopment project, parcels may be put to any legal use permitted under the current zoning classification, provided that the proposed use meets all applicable conditions and/or standards.

If this language is incorporated, business and property owners will find great comfort knowing that the city does not intend to take their property to construct the proposed public improvements, even if it had the financial resources to do so. Accordingly, SPACC believes this language will resolve the concerns expressed about the use of eminent domain.

IV. Conclusion.

In conclusion, SPACC is generally supportive of the draft plan. We believe that Saint Paul would benefit greatly from the vision laid out in the draft plan. With that in mind, SPACC is concerned that some of the proposed street and park improvements will negatively affect the existing productive use of private property. To alleviate these concerns, we believe the Phase IV street and park improvements should be removed and stronger language against the use of eminent domain should be incorporated into the draft plan. SPACC appreciates the commission's consideration of its comments and recommendations.

Please feel free to contact me with any questions or comments. Thank you.

With Kind Regards,



Michael J. Belaen
Director of Public Affairs and Legal Counsel

cc: Donna Drummond, Planning Director, City of Saint Paul
Lucy Thompson, Principal City Planner, City of Saint Paul

Thompson, Lucy (CI-StPaul)

From: Salina Amey <salina_amey@hotmail.com>
Sent: Friday, January 16, 2015 4:58 PM
To: Thompson, Lucy (CI-StPaul)
Subject: West Side Flats Master Plan

Hello Ms. Thompson,

Is there a place to give comments with regards to the West Side Flats Master Plan?

I have heard that there are recommendations for 90^(sic) foot tall buildings at Plato and Robert, and this height is seriously out of proportion with anything in the area. I feel such tall buildings are only of benefit to the contractors who make money building them.

As a resident of the West Side, I feel that this is a big mistake, and I hope that this is not approved.

Yours truly,

Salina Amey



February 2, 2015

Ms. Lucy Thompson, Principal City Planner
City of St. Paul – Department of Planning & Economic Development
25 West 4th Street
St. Paul, MN 55102

RE: **West Side Flats**
 St. Paul, MN

Dear Lucy:

Sherman Associates, Inc. is concerned over the proposed height limits within the West Side Flats Master Plan. We feel that the proposed heights decrease the density beyond acceptable limits to make projects feasible and do not represent sensible land use.

Sherman advocates for the existing heights of five stories and six stories. We also are in favor of the method of measurement utilizing stories instead of fixed height.

The average floor-to-floor heights of residential is approximately 12'. If the projects are designated as mixed-use, as many are within the West Side Flats Master Plan area, the commercial portion of the project will be approximately 18' in height. If the proposed heights are used, the result would be three- and four-story buildings.

Also, please keep in mind that much of the Master Plan study area is within a levee-controlled flood plain and the shallow groundwater. This does not allow for 1st floor residential uses. Buildings have to be elevated from these conditions; thus, increasing the height.

Sherman Associates has submitted a proposal to the PED staff in accordance with a Development Agreement for a site north of Filmore, west of Livingston and south of the river. The proposed heights negate the feasibility of these proposed projects.

The proposed heights would decrease the density to a level that development would not be feasible for the West Side Flats area. We also feel that it would be sensible land use along the river to increase density.

For these reasons, we recommend retaining the heights within the current West Side Flats Master Plan and not reducing them as proposed.

Sincerely,

SHERMAN ASSOCIATES, INC.

A handwritten signature in black ink, appearing to read 'Tony J. Kuehne', written over a horizontal line.

Tony J. Kuehne
Senior Vice President of Development



Figure 5.5. Street System Plan

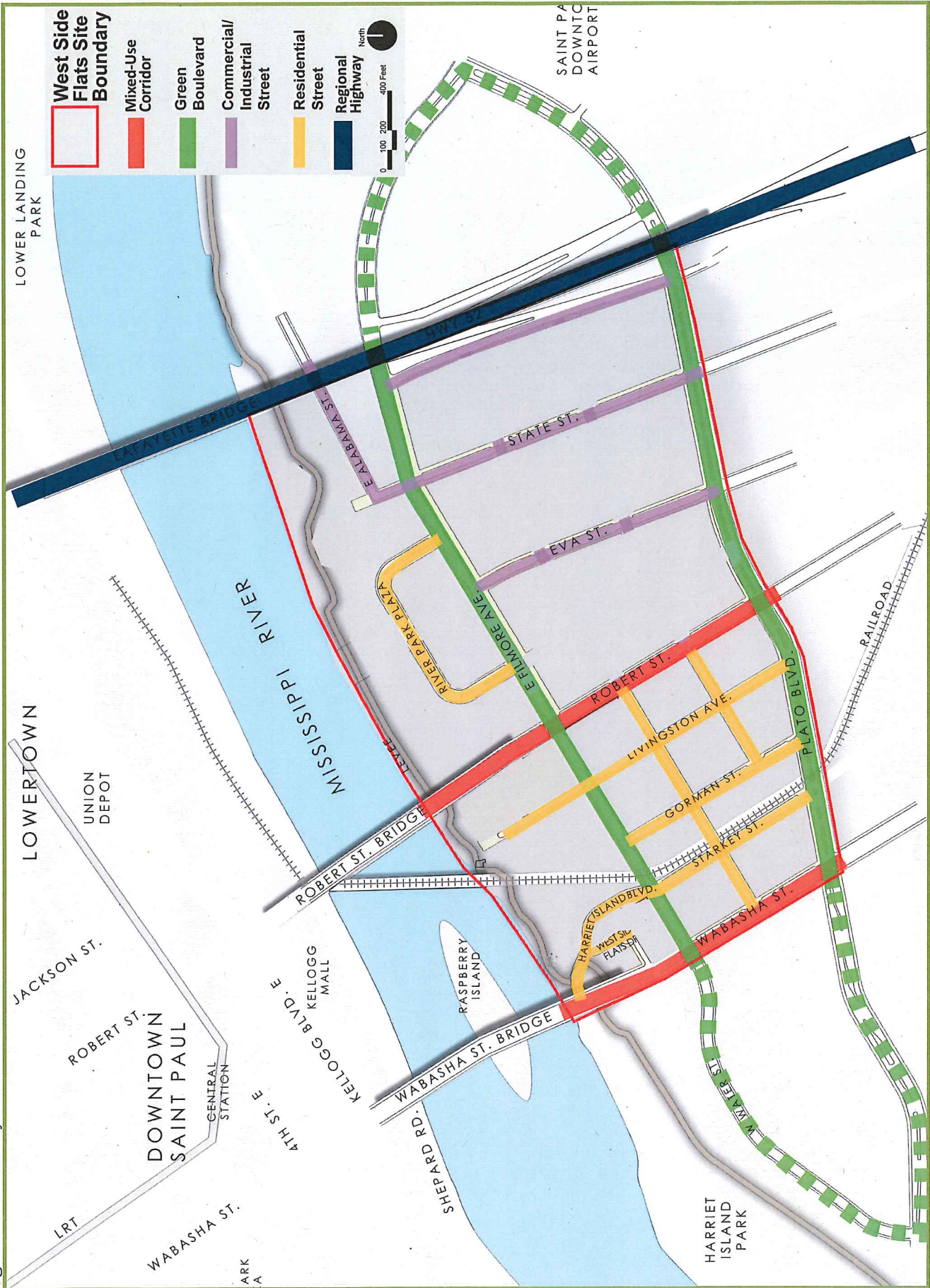
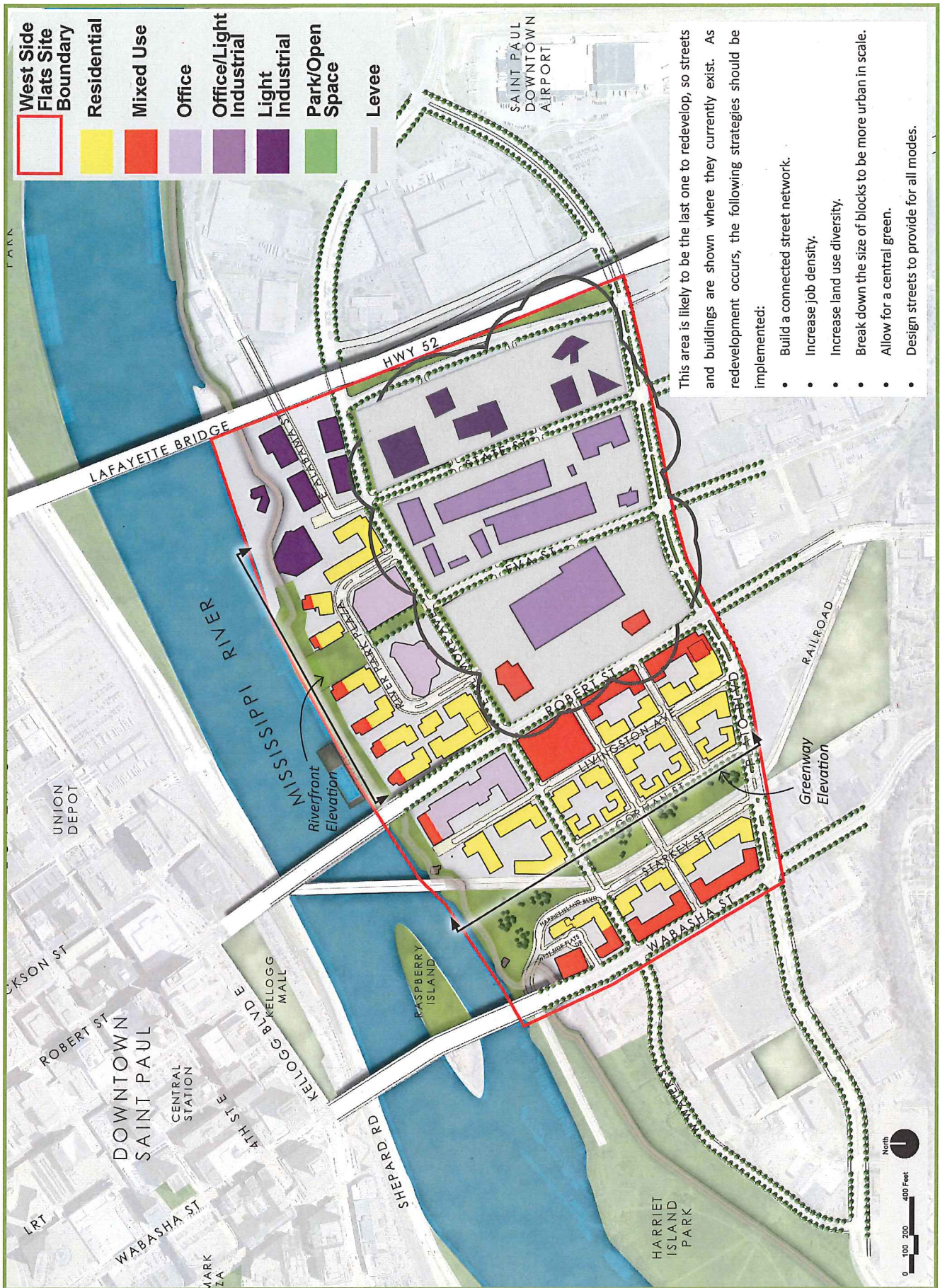


Figure 5.14. Illustrative Plan



Transportation Committee Staff Report

Committee date: 2/9/2015

Project Name	<i>Saint Paul Bicycle Plan</i>
Geographic Scope	<i>Citywide</i>
Ward(s)	<i>All</i>
District Council(s)	<i>All</i>
Project Description	<i>Final draft of the Saint Paul Bicycle Plan. The plan designates corridors for future development of bikeway and addresses other policies and topics related to bicycling.</i>
Project Contact	<i>Reuben Collins</i>
Contact email/phone	<i>651-266-6059</i>
Lead Agency/Department	<i>Department of Public Works</i>
Purpose of Project/Plan	<i>The plan designates corridors for future development of bikeways and provides recommendations regarding bikeway facility types for those corridors. The plan will be used by Public Works as an implementation guide.</i>
Planning References	<i>Comprehensive Plan, Bike Walk Central Corridor Action Plan</i>
Project stage	<i>Planning</i>
General Timeline	<i>Previous drafts of the plan were released on 1/21/2014 and 10/6/2014. This final version of the plan is recommended for adoption.</i>
District Council position (if applicable)	<i>None</i>
Level of Committee Involvement	<i>Involve</i>
Previous Committee action	<i>Presentations regarding this plan were presented to the Transportation Committee on 6/13/2011, 4/22/2013, 1/27/2014, 5/19/2014, 10/6/2014, and 1/12/2015.</i>
Level of Public Involvement	<i>Involve</i>
Public Hearing	<i>A public hearing at the Planning Commission was held on 12/5/2014.</i>
Public Hearing Location	<i>Planning Commission</i>
Primary Funding Source(s)	<i>Varies</i>
Cost	<i>Unknown</i>

Staff recommendation	<i>Recommend approval of the Saint Paul Bicycle Plan. Review & modify recommended language for a Planning Commission Resolution.</i>
Action item requested of the Committee	<i>Vote to recommend approval of the Saint Paul Bicycle Plan to the Planning Commission. Vote to recommend language for a Planning Commission resolution.</i>
Committee recommendation	<i>The Committee recommends approval of the Saint Paul Bicycle Plan, and recommends five amendments to the plan.</i>

	<i>The Committee recommends the attached language for a Planning Commission resolution in support of the SPBP.</i>
Committee vote	<i>Committee vote was unanimous.</i>

Level of Committee Involvement

INFORM: Informational briefings	<i>Projects that are in implementation phase; projects from other jurisdictions; policy documents from other agencies/jurisdictions</i>
ADVISE AND CONSENT: Informational briefings with policy discussion, general directives to staff for follow-through	<i>Project and program reviews primarily initiated by staff; or involvement with program development by others</i>
INVOLVE: Discussions to develop directions for projects & programs	<i>Policy involvement from inception through design, inc. policy development; environmental documentation</i>
DEVELOPMENT OF PROJECT/PROGRAM: <i>Discussion to form process; screening of ideas; development of recommendations; and managing outreach to the community</i>	<i>Committee has primary responsibility for concept development, and/or overseeing participation process, and/or making specific recommendations to Planning Commission, Mayor and/or City Council</i>



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

1500 City Hall Annex
25 W. Fourth Street
Saint Paul, MN 55102-1660

Fax: 651-266-6222

TO: Planning Commission

FROM: Reuben Collins

DATE: 2/27/2015

SUBJECT: Summary of Public Hearing and Recommendations on draft Saint Paul Bicycle Plan

On December 5, 2014, the Planning Commission held a public hearing regarding the draft Saint Paul Bicycle Plan (SPBP). Since the second draft of the SPBP was released on October 6, 2014, the following statements have been received by city staff.

- 33 statements were delivered at the public hearing.
- 98 statements were received through the Open Saint Paul online tool.
- 42 statements were received via email
- 6 Statements were received from other groups or organizations: CapitolRiver Council, District 1 Community Council, Fresh Energy, Friends of the Parks and Trails, Lower Phalen Creek Project, Sierra Club, Smart Trips/Women on Bikes
- Saint Paul Area Chamber of Commerce, Saint Paul Building Owners and Managers Association, & Wabasha Partners reiterated their previous statement dated April 1, 2014.

In some cases, individuals submitted similar or identical statements through multiple channels.

This feedback received is in addition to the feedback received on the first draft of the SPBP between January and April, 2014, when staff received nearly 400 written statements, including statements from 10 District Councils. This is also in addition to the feedback received from the public through several phases of public involvement and outreach since 2011 when the planning process began. Appendix A, B, C, E, and F of the SPBP summarize all of the feedback received since 2011.

The statements received were evaluated and subjectively placed into one of the following four categories:



An Affirmative Action Equal Opportunity Employer



Statement Characterization	% of Statements Received
Support the SPBP as is. No recommendations or concerns were stated.	40%
Support the SPBP, but offered recommendations for improvement or expressed a concern.	35%
Did not specifically state support or opposition to the SPBP, but offered recommendations or expressed a concern.	10%
Opposed to the SPBP.	15%

The testimony received was generally supportive of the SPBP. Supporters cited reasons such as quality of life, economic development potential, safety, livability, a desire for transportation options, affordability, and health benefits. Those opposed to the SPBP cited reasons such as cost, misguided priorities, and impacts to parking.

Recommended Changes in Response to Statements

The following is a list of the most frequent concerns or recommendations raised at the public hearing or received through other channels, along with staff recommendation or response.

- Parking** – The largest concern voiced at the public hearing was concern regarding potential loss of parking in downtown due to construction of the downtown loop & spur trail concept proposed in the SPBP. Commenters concerns ranged from a general lack of parking in the downtown area, the need for more convenient parking near retail storefronts, the importance of on-street parking on particular streets such as Wabasha Street, and concerns about the price of parking (too expensive).
 - Staff Response:** Staff recommends no changes to the SPBP. Staff is currently conducting a downtown parking study to help understand issues relating to parking and develop strategies for improving the overall parking situation in downtown. This study will be complete in early 2015. The SPBP recommends that further study is needed of the downtown loop & spur before implementation to allow time for additional conversation about parking and other issues. That additional study of the downtown loop & spur would also happen in 2015 to allow the two studies to inform each other.
- Bicycle Parking Ordinance:** Numerous individuals voiced concern with Action Item 7.1.1, which recommended that the City consider adopting an ordinance that would prohibit locking bicycles to certain objects in the public right-of-way. Many commenters felt that there is not currently enough bicycle parking, thus resulting in bicycles locked to things

other than bike racks. Many felt it was inappropriate to begin restricting bicycle parking options while there exists a deficit of legitimate bike parking options in many locations.

- **Staff Recommendation:** Staff recommends removing Action Item 7.1.1, and reiterates a commitment to Action Items 7.1.4 and 7.1.5 (to be renumbered 7.1.3 and 7.1.4), which address concerns regarding a lack of bicycle parking. While the action item will be removed, the SPBP text will retain general statements that it is undesirable for bicycles to be locked to certain objects within the public right-of-way.
- **Recommending bikeways on Arterials vs. parallel routes** - Several statements questioned the purpose of recommending bikeways be developed along arterials, instead recommending that bikeways be identified on streets with lower motorized traffic volumes. Specific questions were raised regarding Cleveland Avenue and Fairview Avenue. However, these comments are balanced by comments from other individuals stating that not enough of the arterials are represented for bikeways in the SPBP, specifically with reference to West 7th and East 7th. Smart Trips included a recommendation in their statement that “the addition of more arterials as bicycle routes should be considered”, citing the directness of routes and access to destinations along arterials.
 - **Staff Recommendation:** Staff recommends no changes to the SPBP. Discussion about whether bicyclists and the city as a whole are best served by having bicycle routes on arterials or parallel routes has been a common theme throughout the creation of the SPBP and is a topic of much discussion nationally and in every city that endeavors to craft a bicycle plan. The preferences of bicyclists are diverse, and the SPBP strives to strike a balance between bicycle routes on arterials and routes on parallel routes.
- **Maintenance** – Several comments recommended that the SPBP address winter maintenance procedures. Statements recommended setting minimum maintenance standards or identifying maintenance schedules or procedures.
 - **Staff Recommendation:** Staff recommends no changes to the SPBP. Staff agrees this is an important topic, but developing maintenance standards is outside the scope of this planning effort. However, maintenance issues can be addressed in future studies or planning efforts.
- **Update Timeline** – Several commenters stated that the recommendation for the SPBP to be updated in 5-7 years was too long a timeframe and that more frequent updating would be desirable.
 - **Staff Recommendation:** Staff recommends no changes to the SPBP. Completion of the Comprehensive Plan in 2018 will provide an interim opportunity for assessing progress. An update to the SPBP may be initiated sooner than 5-7 years if it becomes clear that an update is needed.
- **Citywide traffic speeds and Truck Routes** – Several commenters mentioned a desire to consider lowering speed limits throughout the city, or on residential streets, citing safety concerns. Others commented regarding prohibiting truck traffic on certain routes, particularly along Raymond Avenue.
 - **Staff Recommendation:** Staff recommends no changes to the SPBP. Citywide traffic speeds and modifications to freight routes are outside the scope of this planning effort.

- **Education, Enforcement, & Encouragement** – Several commenters requested that the SPBP address issues of education, encouragement, and enforcement of traffic laws.
 - **Staff Recommendation:** Staff recommends the addition of Section 8.7: Education, Encouragement, & Enforcement, to mention the importance of these topics and to discuss how the City might seek partnerships with other agencies such as MnDOT or other advocacy groups to create materials, programs, or initiatives regarding education, encouragement, & enforcement. The text includes an action item to pursue these efforts.
- **Cost** – Several commenters expressed concern about cost. Some felt that any investment in bicycle infrastructure is unwarranted and should not be a priority. Others expressed concern about the cost of certain recommendations, the downtown loop & spur in particular. Others were not concerned about the cost, but thought that the planning level cost estimates presented in Section 9.6 overestimated the costs of developing bikeways.
 - **Staff Recommendation:** Staff recommends adding additional text to Section 9.6 clarifying that bundling bicycle projects with other roadway projects is anticipated to bring significant cost savings.
- **Case Avenue, Jessamine Avenue, and Lawson Avenue** – Several commenters mentioned concerns about changes to the east/west routes proposed for the Payne-Phalen neighborhood. The first draft of the SPBP had recommended routes on Case Avenue and Jessamine Avenue. In the second draft of the SPBP, these two routes were removed and replaced by a single planned route on Lawson Avenue.
 - **Staff Recommendation:** Staff recommends returning to the original routes proposed in the first draft of the SPBP, which includes routes proposed for Case Avenue and Jessamine Avenue.
- **Prioritization** – Several commenters requested additional clarification regarding prioritization strategies. The draft SPBP had identified 15 prioritization principles to be used in helping to identify priorities, however, many felt that they weren't helpful, or that it wasn't clear how they would be used to identify potential projects.
 - **Staff Recommendation:** Staff recommends revising the 15 prioritization principles down to a less cumbersome 5 prioritization principles. A methodology for creating a prioritization matrix is proposed to be used to aid in making decisions about how to prioritize elements of the bicycle network.

Other Recommended Changes

City staff also proposed the following changes to the document as a result of additional internal dialogue between departments and additional conversation with Metropolitan Council staff regarding consistency with the draft 2040 Transportation Policy Plan (TPP) and 2040 Regional Parks Policy Plan (RPPP), which are anticipated to be adopted in early 2015.

- **Section 4.0 Policy and Planning Context** – The first draft of the SPBP released in January 2014 included an extensive discussion of the roles and responsibilities of partner agencies such as the Metropolitan Council, MnDOT, Ramsey County, & the DNR. The second draft of the SPBP released on October 2014 moved much of this text to the appendix in an effort to improve readability and clarity. However, after discussion with Metropolitan Council staff,

city staff recommends moving much of the text back into Section 4.0 and eliminating the appendix item. This section will include additional discussion of the Regional Bicycle Transportation Network (RBTN) that was not in previous drafts.

- **Section 5.2 – Bicycle Network Functional Classification** – The SPBP included language about the Metropolitan Council being “in process” of updating the TPP. Staff recommends removing outdated language relating to the RBTN in light of anticipated adoption of the TPP before adoption of the SPBP. This section will also include stronger language about the challenges associated with the use of freight railroad corridors for bikeway development.
- **Section 6** – Staff recommends inserting a new section 6.4 to discuss the RBTN. A new figure will be inserted (as Figure 6) to present the RBTN in Saint Paul. The text will include an action item to identify specific RBTN alignments within the search corridors.
- **Section 6.5 –Regional Trail Improvements – (renumbered from Section 6.4)** – Staff recommends revising the language to be more consistent with language used in the 2040 Regional Parks Policy Plan, due to be adopted by the Metropolitan Council in advance of the SPBP. The associated Figure 7 (renumbered from Figure 6) relating to Regional Trail has been significantly revised, though the inherent recommendations remain the same. Usage of terms such as “regional trail search corridor” or “planned regional trail” have been revised to be more consistent with the 2040 RPPP.
- **Section 7.2 Showers, Lockers, and other Amenities** – The SPBP suggested considering a change to the zoning code to encourage or require showers and locker rooms in some developments. After additional discussion with zoning and planning staff, it is unclear if the zoning code is the appropriate tool to accomplish the intent of this action item. Staff recommends that the text be amended to allow for the zoning code or other planning and regulation tools to accomplish the intent.
- **Trout Brook Regional Trail** – A recommendation for an off-street path along Jackson Street from Maryland to Arlington has been added as a possible interim alignment for the Trout Brook Regional Trail until the freight railroad spur becomes available for trail use.
- **Minor Route Adjustments** – Minor adjustments have been made to routes on Saratoga Street and Pascal Street to suggest a connection will be made using the planned CP Rail Trail. Minor Adjustments have been made to routes on Fuller Avenue, Aurora Avenue, and Shields Avenue to be more consistent with the recommendations in the Bike/Walk Central Corridor Action Plan. A small trail connection has been added within Victoria Park.
- **General Formatting and Appearance** –A new cover sheet has been added and pagination has been adjusted. Table numbers have been added, and the contents of the tables have been updated to reflect additions to the bicycle network that have taken place since the draft was released.

Transportation Committee Recommendations and Amendments

The Transportation Committee reviewed the feedback received as well as staff recommendations on 1/12/2015. At that time, staff was directed to incorporate the changes summarized above into an updated draft of the SPBP to be reviewed in context. As a result, a third and final draft of the SPBP was published to the project website on 2/2/2015 incorporating the above changes and was considered by the Transportation Committee on 2/9/2015.

At the 2/9/2015 meeting, the Transportation Committee reviewed the updated draft of the SPBP and reviewed a staff recommendation to recommend approval of the draft SPBP. After reviewing the presented information and public feedback, the Committee voted unanimously to recommend approval of the SPBP to be adopted as an addendum to the Comprehensive Plan, and recommended five amendments to the SPBP, as described below:

Transportation Committee Amendment 1

The Transportation Committee recommended amending the SPBP to include the following text in Chapter 6.10:

"Connections between the loop and other existing and planned routes into and out of downtown will be developed prior to or in concurrence with the loop to ensure connectivity to the surrounding bicycle network."

Staff Recommendation:

Staff recommends adding the text with the following modifications:

*"Connections between the loop and other existing and planned routes into and out of downtown ~~will~~ **should, where feasible,** be developed prior to or in concurrence with the loop to ensure connectivity to the surrounding bicycle network."*

Staff agrees that connectivity between the downtown network and the surrounding facilities is critical, but some flexibility will be needed in implementation phasing. Developing a phasing plan for the downtown network is among the tasks that will be completed in 2015 as part of the separate study of the downtown bicycle network.

Transportation Committee Amendment 2

The Transportation Committee recommended amending the SPBP to include the following text in Chapter 9.5:

"Saint Paul Bicycle Plan progress shall be reviewed annually by the Transportation Committee."

Staff Recommendation:

Staff recommends including the text and agrees this is a valuable addition to the SPBP.

Transportation Committee Amendment 3

The Transportation Committee recommended amending the SPBP to include the following text in Chapter 9:

"City staff will compile a ranked list and plan for completing the Action Items listed in the Saint Paul Bicycle Plan for Transportation Committee review."

Staff Recommendation:

Staff recommends including the text and agrees this is a valuable addition to the SPBP.

Transportation Committee Amendment 4

The Transportation Committee recommended amending the SPBP to add 7th street from "White Bear Avenue to Fort Snelling" to Figure 3 as a "major bikeway" and to Figure 4 as an "in-

street separated lane” facility. The Committee members cited the importance of connecting people on bicycles to destinations and identified the 7th Street corridor as a critical arterial for connecting to the many businesses and other destinations along the corridor. The Committee noted the uniqueness of the 7th Street corridor alignment being contrary to the typical Saint Paul grid street network, resulting in challenges identifying suitable alternative parallel routes. The Committee members believed that the draft SPBP did not offer viable alternatives to the 7th Street corridor.

Staff recognizes that the configuration of 7th Street contrary to the typical grid street network throughout the city means that there generally are not suitable parallel alternate routes to 7th Street. Shepard Road is generally parallel, but is a quarter to a half mile away, and often separated from the 7th Street corridor by the river bluff. The SPBP includes the planned conversion of the CP Rail Spur serving the Ford Site to a bicycle and pedestrian trail, but staff recognizes that this corridor does not serve the full 7th Street Corridor, or make critical connections with downtown.

Staff does not oppose the addition of safe bicycle facilities on 7th Street, however, there is uncertainty relating to how it would be implemented. 7th Street was not included in the draft SPBP for the following reasons:

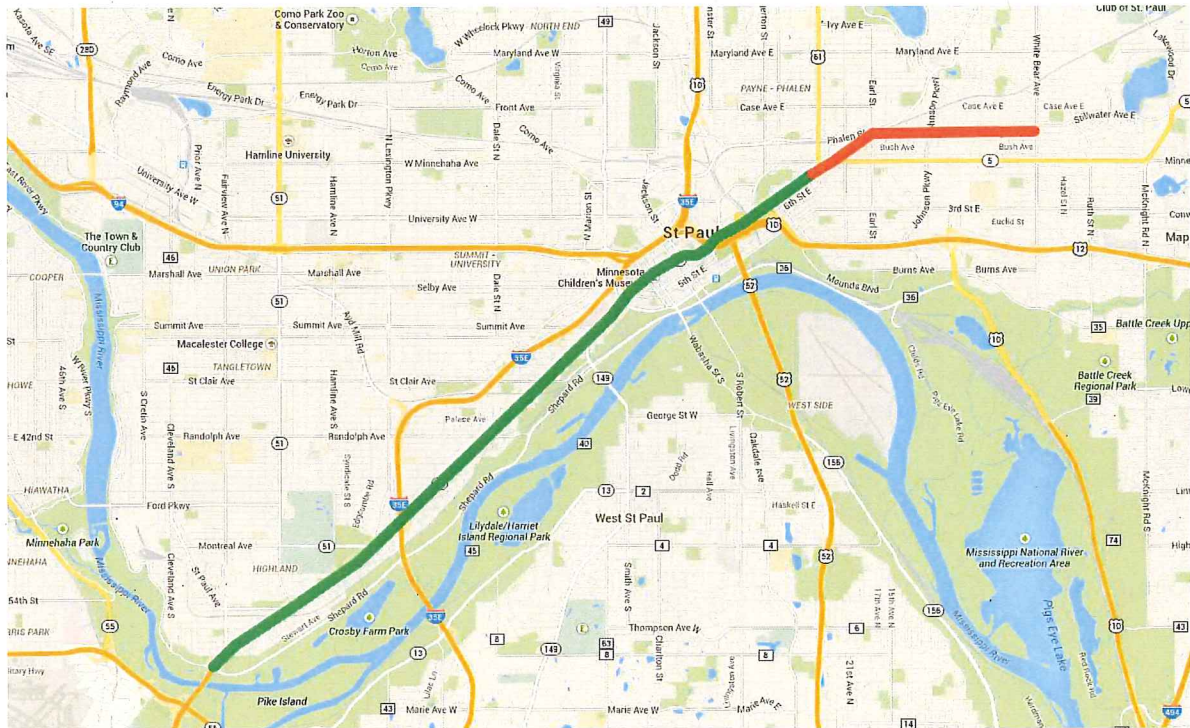
- The current configuration of right-of-way width, traffic volumes, and on-street parking would require trade-offs that staff determined to be unlikely.
- There is uncertainty around the corridor pending the results of the Riverview Corridor transit study currently underway.
- The city is currently in process of conducting a study of a potential reconfiguration of the interchange connecting 7th Street to Shepard Road. One of the stated purposes of this study is to explore the potential to rebalance traffic volumes on 7th Street and Shepard Road, which would impact the potential for bicycle facilities along 7th Street.

7th Street is a MnDOT Trunk Highway (TH-5) and has ultimate authority over any modifications to the corridor. MnDOT has expressed reservation about adding 7th Street to Figures 3 and 4, but expressed interest in partnering with the City on a separate study of the 7th Street Corridor.

Staff Recommendation:

Staff believes that the 7th Street corridor east of Arcade Street is substantially different in character and alignment than west of Arcade Street. East of Arcade Street, 7th Street is primarily residential, and the SPBP identifies alternative parallel routes, primarily Margaret Street, which is approximately 0.4 miles to the south. Therefore, staff recommends that 7th Street east of Margaret Street not be added to Figure 3 and Figure 4 of the SPBP.

Staff recommends identifying the 7th Street corridor from Mississippi River Boulevard to Margaret Street be added to Figures 3 and 4 with a new designation of “Corridor for Additional Study.” This would allow the City and MnDOT to partner on a separate follow-up study of the corridor after adoption of the SPBP. In addition, a portion of the 7th Street corridor is located within the Riverview Corridor transit study currently underway. Staff recommends working with the Ramsey County Regional Rail Authority to explore the feasibility of bicycle facilities on W 7th Street as part of that study.



The green line identifies where staff recommends amending the SPBP to identify a "Corridor for Additional Study". The red line identifies where staff does not recommend amending the SPBP.

Transportation Committee Amendment 5

Transportation Committee recommended amending the SPBP to reclassify University from Aldine Street to Transfer Road on Figure 3 from a "minor bikeway" to a "major bikeway" and on Figure 4 from "enhanced shared lane" to "in-street separated lane". The Committee members spoke highly of the Charles Avenue bikeway project that continues east of Aldine Street. The Committee also recognized the intent to improve Territorial Road and Charles Avenue west of Vandalia Street. The Committee concluded that the staff recommendation for "enhanced shared lanes" would not be effective at encouraging a diverse population, including families and children, to consider bicycling to be a viable transportation option and desired to see a bikeway facility type that afforded more protection and separation from traffic.

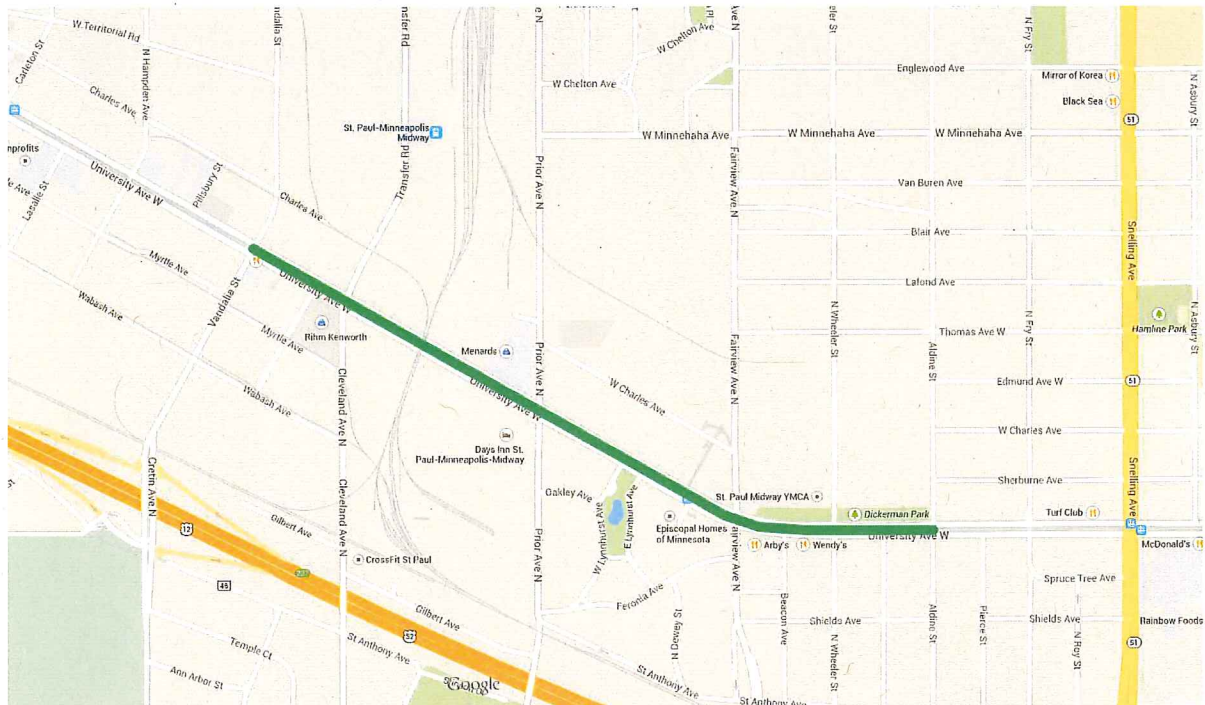
The draft SPBP identifies this portion of University Avenue as a "minor bikeway" with a facility type of "enhanced shared lane". It is also identified as an interim route until a parallel route north or south of University Avenue can be identified. The plan identifies several parallel routes to be developed as an alternative to University Avenue, however, they all require acquisition of private property, relocating businesses, or coordination with the railroad and are not realistic options on a short term time frame. In the mean time, staff recognizes that the roadway network is such that people riding bicycles don't have realistic alternatives to using University Avenue.

Staff recommended a bikeway facility type of "enhanced shared lane" for this portion of University Avenue due to the current configuration of right-of-way width and traffic volumes that would require trade-offs that staff determined to be unlikely.

University Avenue is a County Roadway (CSAH 34), and the County has ultimate authority over any modifications to the corridor. County staff expressed concerns with modifying the facility type recommendation on the corridor without adequate time for review by the County.

Staff Recommendation:

Staff evaluation of the roadway network in the area identifies the critical bottleneck on University Avenue to extend from Vandalia Street to Aldine Street. Because of the lack of short-term alternatives to University Avenue, staff recommends modifying Figure 3 to identify University Avenue from Vandalia Avenue to Aldine Street as a “major bikeway”. Staff recommends that the Figure 4 not be modified, retaining the recommendation for an “enhanced shared lane”.



The green line identifies where staff recommends amending Figure 3 to identify the segment as a “major bikeway”.

city of saint paul
planning commission resolution
file number _____
date _____

Saint Paul Bicycle Plan

WHEREAS, the City of Saint Paul Comprehensive Plan includes a number of strategies for improving the bicycle network and increasing bicycling in Saint Paul, such as:

- Transportation 3.4 Develop and maintain a complete and connected bikeway system.
- T3.4 Develop and maintain a complete and connected bikeway system.
- T3.5 Support existing off-street shared-use paths and add facilities and amenities supportive of active living principles.
- T3.6 Fill gaps in the bikeway system.
- T3.8 Promote "bicycle boulevards as a new type of bikeway; and

WHEREAS, staff from the Departments of Public Works, Planning and Economic Development, and Parks and Recreation, contributed to a draft "Saint Paul Bicycle Plan"; and

WHEREAS, from 2011 to 2013, city staff solicited input to help in the drafting of the "Saint Paul Bicycle Plan" through holding open houses, web-based surveys, and through Open Saint Paul; and

WHEREAS, in January 2014, a first draft of the "Saint Paul Bicycle Plan" was released; and

WHEREAS, between January and April, 2014, a series of open houses were held and presentations made to various District Councils and other interested community groups; and

WHEREAS, comments from the open houses and other community meetings were overwhelmingly positive regarding the "Saint Paul Bicycle Plan," with specific requests to enlarge the scope of the Plan, change certain bikeway alignments in the Plan, and clarify certain components in the Plan; and

WHEREAS, the Transportation Committee considered the Plan and the comments received on 5/19/2014 and provided recommendations for revisions to the Plan; and

WHEREAS, revisions were made to the draft "Saint Paul Bicycle Plan" to reflect and address the input of the community and the Transportation Committee; and

WHEREAS, a second draft of the "Saint Paul Bicycle Plan" was released in October 2014; and

moved by _____
seconded by _____
in favor _____
against _____

WHEREAS, the Planning Commission, on 10/17/2014, released the draft of the "Saint Paul Bicycle Plan" for formal public review, and set a public hearing for 12/5/2014; and

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission hereby initiates a study to examine text amendments to the business, industrial, and traditional neighborhood districts, land use standards, and parking requirements.

WHEREAS, a public hearing notice was published pursuant to Minnesota Statute § 462.357, Subd. 5, and sent to the early notification list and other interested parties; and

WHEREAS, a public hearing on the draft "Saint Paul Bicycle Plan" was conducted by the Planning Commission on 12/5/2014, at which all persons present were allowed to testify; and

WHEREAS, the written record was left open until 4:30 PM on 12/8/2014; and

WHEREAS, the public hearing comments generally supported the draft "Saint Paul Bicycle Plan" with specific comments on impacts to parking, bikeway maintenance, ordinance revisions regarding bicycle parking, and education and enforcement efforts; and

WHEREAS, the Planning Commission referred the draft "Saint Paul Bicycle Plan" to the Transportation Committee for consideration of the public testimony and possible revisions to the draft Plan; and

WHEREAS, the Transportation Committee discussed the comments, draft "Saint Paul Bicycle Plan", and proposed changes on 1/12/2015 and 2/9/2015; advised on revisions to the Plan and Figures; and forwarded its recommendation to the Planning Commission; and

WHEREAS, the Planning Commission considered the public testimony and the recommendations of the Transportation Committee on the "Saint Paul Bicycle Plan"; and

WHEREAS, the "Saint Paul Bicycle Plan" is found to be consistent with the Saint Paul Comprehensive Plan and other addenda;

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission recommends to the Mayor and City Council adoption of the "Saint Paul Bicycle Plan" as an addendum to the City of Saint Paul Comprehensive Plan, with amendments as recommended in the February 27, 2015 memorandum to the Commission.



CITY OF SAINT PAUL
Christopher B. Coleman, Mayor

*25 West Fourth Street
Saint Paul, MN 55102*

*Telephone: 651-266-6565
Facsimile: 651-228-3261*

DATE: February 9, 2015
TO: Planning Commission
FROM: Transportation Committee
SUBJECT: Highway 5 / Shepard Road Access Options Study

Introduction

With the recent conclusion of the *Shepard Davern Area Plan* and *Zoning Study*, Saint Paul Public Works is beginning the community engagement process for the study of a potential realignment between Highway 5, West 7th Street and Shepard Road. The goal of the study is to create a more walkable and bikeable neighborhood by slowing traffic on West 7th, improving Shepard Road based on the design criteria from the *Great River Passage Plan*, and redistributing vehicular traffic between the two streets.

SRF Consulting Group has been engaged to create a detailed traffic model of the study area, draft alternative alignments, and assess their potential impact on the neighborhood and traffic flow. A project website has been set up: www.stpaul.gov/hwy5study

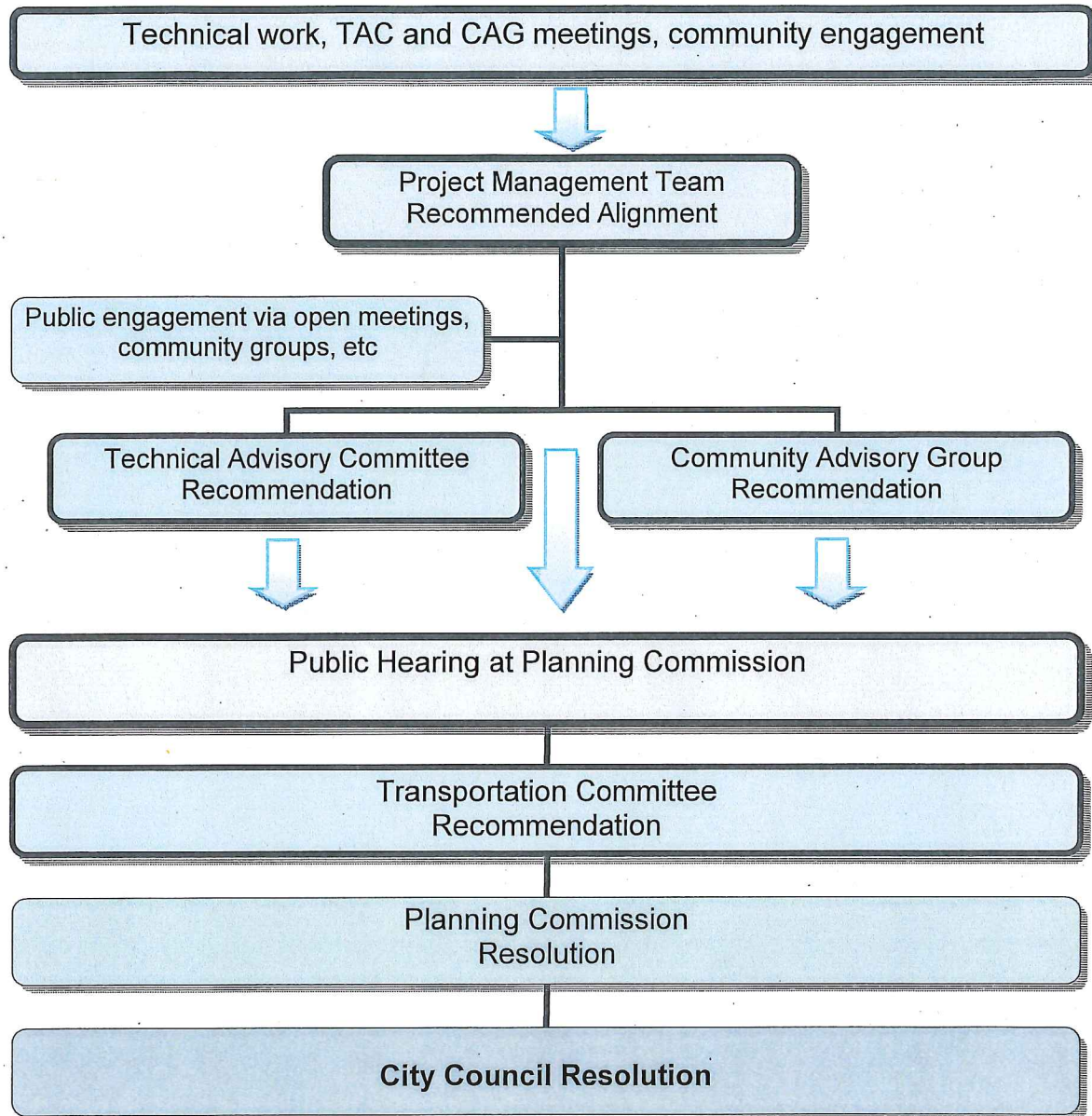
Project Management and the Technical Advisory Committee (TAC)

This is a highly technical traffic and engineering study. Project Management will be led by the Public Works department, and will include other City staff and the consulting team. The Technical Advisory Committee will be comprised of technical staff from the City, MnDOT, Ramsey County and other agencies, as well as the Project Management team. Project Management will propose a preferred alignment, and TAC will make their own recommendation regarding that alignment to be considered by the Transportation Committee and Planning Commission.

Community Advisory Group (CAG)

The Community Advisory Group will be comprised of residents, business representatives, major property owners, and representatives from the Mayor's office and Ward offices. The CAG will provide feedback on the technical work, and will make a recommendation on the proposed preferred alignment that will also be considered by the Transportation Committee and Planning Commission.

Process



Committee Discussion

The Transportation Committee discussed the initiation of the study, and recommended that the resolution initiating the study explicitly include policies from the *Saint Paul Comprehensive Plan* as well as the other plans mentioned. These changes have been added to the attached resolution.

Transportation Committee Recommendation

The Transportation Committee recommends that the Planning Commission pass the attached resolution, formally initiating the planning process as outlined above, and authorizing the formation of a Community Advisory Group.

city of saint paul
planning commission resolution
file number _____
date _____

Highway 5 / Shepard Road Access Options Study Initiation

WHEREAS, the Highway 5 bridge from Bloomington is a major entry point into Saint Paul and leads directly onto West 7th Street, which operates at high speeds with large traffic volumes; and

WHEREAS, Shepard Road in South Highland operates with significantly lower traffic volumes and has additional capacity for vehicular traffic; and

WHEREAS, both West 7th Street and Shepard Road present difficulties to pedestrians attempting to utilize the neighborhood's businesses, parks, transit stops and other amenities; and

WHEREAS, the *City of Saint Paul Comprehensive Plan*, adopted by the City Council on February 24, 2010, includes transportation strategies such as: Complete the streets; Examine alternatives to enhance safety through right-of-way design, including narrowing or removing lanes on roads; and Develop a strategy for investing in a broad range of infrastructure projects, including, but not limited to, street and traffic improvements to support the growth of existing employment, services, parks, and schools; and

WHEREAS, the *Shepard Davern Area Plan*, adopted on January 21, 2015, recommends that the City slow traffic coming into the city off the Highway 5 bridge onto West 7th to improve the safety of the pedestrian environment and help create a better gateway to Saint Paul; and

WHEREAS, the *Great River Passage Plan*, adopted on April 10, 2013, recommends making the Mississippi River area more accessible to the city's neighborhoods, including redesigning streets to improve park access while enhancing private development potential, and reducing traffic speeds; and

WHEREAS, the *Riverview Major Investment Study* from 2000 identified the need to better balance traffic between West 7th and Shepard Road, which resulted in a City Council Resolution asking MnDOT to study the intersection; and

WHEREAS, in 2007 Saint Paul Public Works approved a budget to study this intersection, while other partners did not secure funding, causing the study to stall; and

WHEREAS, Johnson Brothers is currently undergoing planning for the redevelopment of the former US Bank site on Shepard Road between Highway 5 and Davern Street, which presents an opportunity to re-think the street configuration of the area to mitigate some of the traffic issues of the area; and

moved by _____
seconded by _____
in favor _____
against _____

WHEREAS, to potentially take advantage of this development timing, in 2014 SRF Consulting Group was engaged to conduct a traffic engineering study to identify potential realignments and help create a preferred alignment; and

WHEREAS, the Transportation Committee and Planning Commission will be asked to make a recommendation on a preferred alignment to the City Council; and

WHEREAS, that recommendation should be informed both by technical work of consultants and professional staff and by the input of community members;

NOW, THEREFORE, BE IT RESOLVED, that the Planning Commission hereby initiates the Highway 5 / Shepard Road Access Options Study; and

BE IT FURTHER RESOLVED, that the Planning Commission authorizes the creation of a Community Advisory Group to provide comment on the study process and final recommendation, to include representatives from the following groups:

Saint Paul Planning Commission
Saint Paul Parks Commission
Highland District Council (2 representatives)
Fort Road Federation
Highland Business Association
West 7th Business Association
Friends of the Mississippi River
Highland Pointe Condominium Association
Johnson Brothers
Paster Properties
Trikin Properties
Sibley Manor
Stewart Management
Ward 2 Office (non-voting)
Ward 3 Office (non-voting)
Mayor's Office (non-voting); and

BE IT FINALLY RESOLVED, that this advisory group shall be appointed after review by the chair of the Planning Commission, and shall be chaired by a Planning Commissioner.